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ABSTRACT

The full texts of all prepared statements and supplemental materials presented during five days of hearings held on the Elementary and Secondary Career Education Act of 1977, H.R. 7, which would appropriate implementation monies for the infusion of career education concepts into the existing curriculum of the nation's elementary and secondary schools, are contained in this document. Statements included were made by Federal, State, and local directors and other representatives of State and national advisory councils. State departments of education, Federal agencies, and various professional organizations. The statements, exhibits, and other materials present national, local, and institutional concerns regarding the purpose of the act, which is to assist states and local educational agencies in making education as preparation for work a major goal. (TA)

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ED145082

ELEMENTARY AND SECONDARY CAREER EDUCATION ACT OF 1977

HEARINGS

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-FIFTH CONGRESS

FIRST SESSION

ON

H.R. 7

TO AUTHORIZE A CAREER EDUCATION PROGRAM FOR ELEMENTARY AND SECONDARY SCHOOLS, AND FOR OTHER PURPOSES

HEARINGS HELD IN WASHINGTON, D.C.
FEBRUARY 8, 9; MARCH 1, 2, 3, 1977

Printed for the use of the Committee on Education and Labor

CARL D. PERKINS, *Chairman*

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ELEMENTARY AND SECONDARY CAREER EDUCATION ACT OF 1977

TUESDAY, FEBRUARY 8, 1977

House of Representatives,
Subcommittee on Elementary,
Secondary and Vocational Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:22 a.m. in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins—chairman of the committee—presiding.

Members present: Representatives Perkins, Blouin, Mottl, Kildee, Quie, Buchanan, Goodling, Pettis and Pursell.

Staff present: John F. Jennings, majority counsel; Charles Radcliffe, minority counsel.

Chairman Perkins. A quorum is present.

The Subcommittee on Elementary, Secondary and Vocational Education is beginning hearings today on H.R. 7, the Elementary and Secondary Career Education Act of 1977. H.R. 7 is a revised version of H.R. 11023, the career education bill I introduced last Congress, and reflects the recommendations made during the hearings this subcommittee held last year on that bill.

I rewrote and reintroduced this bill, with the co-sponsorship of Al Quie and 15 other members of the Education and Labor Committee because I feel the time is at hand for career education to be put into practice in school districts across the country.

[The text of H.R. 7 follows:]

95th CONGRESS
1st Session

H. R. 7

IN THE HOUSE OF REPRESENTATIVES

January 4, 1977

Mr. Perkins (for himself, Mr. Quie, Mr. Thompson, Mr. Buchanan, Mr. Dent, Mr. Pressler, Mr. Brademas, Mr. Hawkins, Mr. Ford of Michigan, Mr. Clay, Mr. Biaggi, Mr. Andrews of North Carolina, Mr. Lehman, Mr. Blouin, Mr. Cornell, Mr. Simon, Mr. Beard of Rhode Island, and Mr. Zeferetti) introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To authorize a career education program for elementary and secondary schools, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Elementary and Secondary Career Education Act of 1977".

PURPOSE

Sec. 2. In recognition of the prime importance of work in our society and in recognition of the role that the schools play in the lives of all Americans, it is the purpose of this Act to assist States and local educational agencies in making education as preparation for work a major goal of all who teach and all who learn by increasing the emphasis they place in elementary and secondary schools on career awareness, exploration, decisionmaking, and planning.

AUTHORIZATIONS

SEC. 3. (a) Subject to the provisions of subsection (c), appropriations are authorized to be made (as provided in subsection (b)) to carry out the provisions of this Act for five fiscal years. The first such fiscal year (hereinafter in this Act referred to as the "first funded fiscal year") may be any fiscal year beginning after the date of enactment of this Act, and the second, third, fourth, and fifth such fiscal years (hereinafter referred to as the "second funded fiscal year", "third funded fiscal year", "fourth funded fiscal year", and "fifth funded fiscal year", respectively) may be any fiscal year thereafter, except that no such appropriation may be made for the second, third, fourth, or fifth such fiscal year unless such an appropriation was made for the first, second, third, or fourth such fiscal year, respectively.

(b) Subject to the provisions of subsection (c), there are authorized to be appropriated for the fiscal years specified in subsection (a)—

(1) $25,000,000 for the first funded fiscal year;

(2) $100,000,000 for the second funded fiscal year;

(3) $75,000,000 for the third funded fiscal year;

(4) $50,000,000 for the fourth funded fiscal year; and

(5) $25,000,000 for the fifth funded fiscal year.

(c) No funds are authorized to be appropriated for any fiscal year under this section unless such funds are appropriated in the fiscal year prior to the fiscal year in which such funds will be obligated, and unless such funds are made available for expenditure to the States prior to the beginning of such fiscal year.

(d) Notwithstanding any other provisions of law, no funds may be made available under the provisions of section 406(f) of the Education Amendments of 1974 for grants or contracts with local educational agencies for any fiscal year for which funds have been appropriated pursuant to subsection (b).

ALLOCATIONS

SEC. 4. (a) (1) From the sums appropriated pursuant to section 3 for any fiscal year which are not reserved under paragraph (2) of this subsection, the Commissioner shall allot to each State an amount which bears the same ratio to such sums as such State's population, aged five to eighteen, bears to the total population, aged five to eighteen, of all the States, except that no State shall be allotted from such sums less than $100,000.

(2) The Commissioner shall reserve from the sums appropriated pursuant to section 3 for any fiscal year an amount equal to 3 per centum of the sums so appropriated

for that fiscal year for the purpose of making grants to local educational agencies located in Puerto Rico, Guam, the Virgin Islands, American Samoa, and the Trust Territory of the Pacific Islands in furtherance of the purposes of this Act.

(b) (1) Any funds allotted to a State under subsection (a) (1) for which a State has not applied or for which a State application has not been approved shall be reallotted by ratably increasing the allocations of each of the States which have approved applications.

(2) If the sums appropriated for any fiscal year are not sufficient to make the allotments of the minimum amounts specified in subsection (a) (1), such minimum amounts shall be ratably reduced. If additional sums become available during a fiscal year for which such allotments were reduced, such allotments shall be increased on the same basis as they were reduced.

APPLICATIONS

SEC. 5. Every State desiring to receive funds appropriated under section 3(b) for the first funded fiscal year shall submit to the Commissioner an application containing assurances that—

(1) the State educational agency will be the agency responsible for planning the use, and administering the expenditure, of funds received under this Act;

(2) the State board of education or, if such a board does not exist in any State, the State educational agency has adopted, or will adopt during such fiscal year, a statement of policy that career education is of prime importance in elementary and secondary education within the State;

(3) the State legislature and the Governor have been notified of the State's application for such funds;

(4) the State educational agency will employ a State coordinator of career education who shall—

(A) have prior experience in the field of career education;

(B) be directly responsible to the chief State school officer of the State or to a designated official within such agency having responsibilities with respect to all major educational programs of such agency; and

(C) be the chief officer responsible for planning the use and administering the expenditure of the funds received under this Act;

(5) such agency will employ such staff as are necessary to assist such coordinator, including at least one professional trained in guidance and counseling who shall work jointly in the office of the State coordinator and in the office of the State educational agency respon-

sible for guidance and counseling, if any such office exists;

(6) such agency will continuously review the plan submitted under section 6 and will submit such amendments thereto as may be deemed appropriate in response to such agency's experience with the program;

(7) not less than 15 per centum of that portion of a State's grant for any fiscal year which is not reserved pursuant to section 8 (b) (1) will be used for programs described in section 7 (a) (3) (B) ; and

(8) the funds received under this Act will be used in accordance with the provisions of section 7.

STATE PLANS

SEC. 6. Every State desiring to receive funds appropriated pursuant to section 3 (b) shall submit to the Commissioner by July 1 of the first funded fiscal year, a State plan which shall—

(1) set out explicitly the objectives the State will seek to achieve by the end of each of the five funded fiscal years in implementing the goal of providing career education for students in elementary and secondary schools within the State, and set out the means by which the State will seek each year to achieve these objectives with all resources available; and

(2) describe the methods by which the funds re-

ceived under this Act will be used, in accordance with section 7, to implement the overall objectives in each of the five funded fiscal years.

USE OF FUNDS

SEC. 7. (a) Subject to the provisions of section 8, funds received under this Act may be used by a State only for the following activities:

(1) employing of the State coordinator of career education and of the coordinator's staff;

(2) providing State leadership for career education, either directly or through arrangements with private nonprofit and public agencies and organizations (including institutions of higher education), in—

(A) conducting inservice institutes for education personnel;

(B) training local career education coordinators;

(C) collecting, evaluating, and disseminating career education materials on an intrastate and an interstate basis;

(D) conducting statewide needs assessment and evaluation studies;

(E) conducting statewide leadership conferences;

(F) engaging in collaborative relationships with other agencies of State government and with State organizations representing the business-labor-industry-professional community;

(G) developing and applying certification standards for local career education coordinators; and

(H) promoting the adaptation of teacher-training curricula to the concept of career education by institutions of higher education located in the State;

(3) making grants to local educational agencies for comprehensive programs including—

(A) infusing career education concepts and approaches in classrooms;

(B) developing and implementing comprehensive career guidance, counseling, placement, and followup services utilizing counselors, teachers, parents, and community resource personnel;

(C) developing and implementing collaborative relationships with the business-labor-industry-professional-government community, including the use of personnel from that community as resource persons in schools and for student field trips into that community;

(D) developing and implementing unpaid work experiences for students whose primary purpose is career exploration;

(E) employing coordinators of career education in local educational agencies or in combinations of such agencies (but not at the individual school building level);

(F) training of local career education coordinators;

(G) inservice education of teachers, counselors, school administrators, and other education personnel aimed at helping them to understand career education, including their roles in career education, and to acquire competencies essential for carrying out their roles;

(H) conducting institutes to acquaint school board members, community leaders, and parents with the nature and goals of career education;

(I) purchasing instructional materials and supplies for career education activities;

(J) establishing and operating community career education councils;

(K) establishing and operating career education resource centers serving both students and the general public;

(L) adopting, reviewing, and revising local plans for coordinating the implementation of the comprehensive program; and

(M) conducting needs assessments and evaluations; and

(4) reviewing and revising the State plan.

(b) Grants to local educational agencies pursuant to subsection (a) (3) from funds received under this Act shall be made on the basis of applications approved by the State educational agency, and shall, to the extent practicable, be made in accordance with equitable distribution criteria established by the State educational agency, having due regard for the special needs of local educational agencies serving sparsely populated areas or serving relatively few students.

(c) (1) To the extent consistent with the number of children enrolled in private nonprofit elementary and secondary schools within the State, as regards services provided under paragraph (2) of subsection (a), and within the school district, as regards a grant made to a local educational agency under paragraph (3) of such subsection, such children and the teachers of such children must be allowed to participate in these services and in the programs funded with these grants.

(2) (A) The control of funds provided under this Act and title to materials, equipment, and property repaired, remodeled, or constructed therewith shall be in a public

agency for the uses and purposes provided in this Act, and a public agency shall administer such funds and property.

(B) The provisions of services pursuant to this paragraph shall be provided by employees of a public agency or through contract by such public agency with a person, an association, agency, or corporation who or which in the provision of such services is independent of such private school and of any religious organization, and such employment or contract shall be under the control and supervision of such public agency, and the funds provided under this Act shall not be commingled with State or local funds.

PAYMENTS

SEC. 8. (a) (1) The Commissioner, upon receipt of an application of assurances for the first funded fiscal year which the Commissioner finds to be in compliance with section 5, and upon finding the State to be in compliance with sections 6 and 7 for the second and third funded fiscal years, shall pay to the State the amount which it is entitled to receive for each such year under this Act.

(2) The Commissioner, upon finding the State to be in compliance with sections 6 and 7 for the fourth and fifth funded fiscal years, by reviewing the report required to be submitted by the State under section 10 for the second and third funded fiscal years, respectively, shall pay to the State the amount which it is entitled to receive for each such

fourth and fifth funded fiscal years under this Act reduced in proportion to the extent to which the Commissioner determines that such State has substantially failed to achieve the objectives for the second and third funded fiscal years set forth in its State plan.

(b) (1) Any State receiving funds appropriated under section 3 may reserve not more than 10 per centum of such funds for services performed for local educational agencies pursuant to section 7 (a) (2) and not more than 5 per centum for the purposes of paragraphs (1) and (4) of section 7 (a). The remainder of such funds shall be distributed to local educational agencies.

(2) In the first funded fiscal year, funds available under this Act to a State may be used, subject to the provisions of paragraph (1), to pay the entire cost of employing the State career education coordinator and staff assisting such coordinator. Funds available under this Act to a State may be used to pay, subject to the provisions of paragraph (1), not more than 75 per centum of such costs in the second funded fiscal year and not more than 50 per centum of such costs in the third through fifth funded fiscal years.

(3) In the first and second funded fiscal years, funds available under this Act may be used, subject to the provisions of paragraph (1), to pay the entire costs of carrying out the State plan adopted pursuant to section 6. Funds

available under this Act may be used, subject to the provisions of paragraph (1), to pay (A) not more than 75 per centum of such costs in the third funded fiscal year, (B) not more than 50 per centum of such costs in the fourth funded fiscal year, and (C) not more than 25 per centum of such costs in the fifth funded fiscal year.

(c) (1) If a State is prohibited by law from providing for the participation in programs of children enrolled in private nonprofit elementary and secondary schools, as required by section 7 (c), the Commissioner may waive such requirement and shall arrange for the provision of services to such children through arrangements which shall be subject to the requirements of that section.

(2) If the Commissioner determines that a State or a local educational agency has substantially failed to provide for the participation on an equitable basis of children enrolled in private nonprofit elementary and secondary schools as required by section 7 (c), the Commissioner may waive such requirement and shall arrange for the provision of services to such children through arrangements which shall be subject to the requirements of that section.

FEDERAL ADMINISTRATION

SEC. 9. (a) (1) The Office of Career Education created pursuant to section 406 of the Education Amendments of 1974 shall be the administering agency within the Office of

Education for the review of the State plans, applications, and reports submitted pursuant to this Act. In addition, the Office of Career Education shall perform a national leadership role in furthering the purposes of this Act.

(2) In reviewing the plans, applications, and reports submitted pursuant to this Act, the Office of Career Education shall provide technical assistance to those States having plans, applications, and reports needing improvement. The Office shall also provide technical assistance, as requested by the States, to all participating States and territories.

(3) The Office of Career Education shall attempt to assert a national leadership role in career education through:

(A) encouraging and sponsoring a continuing national dialog aimed at further development of the career education concept;

(B) providing policy statements for the Office of Education that reflect a national consensus regarding career education among practitioners and conceptualizers;

(C) providing professional upgrading opportunities to State education agency personnel in career education;

(D) designing and carrying out a national communications system for assuring that career education methods and materials developed at the Federal, State, and local levels become available to career education personnel throughout the Nation;

(E) developing a set of consensus learner outcomes for career education and encouraging States to include data related to such outcomes in their reports; and

(F) establishing and maintaining effective liaison arrangements with national agencies, organizations, and associations, both within and outside of government, who are actively concerned about and involved in improving relationships between education and work.

(b) The National Advisory Council on Career Education created pursuant to section 406 of the Education Amendments of 1974 shall perform the same functions with respect to the programs authorized under this Act as it is authorized to perform with respect to the programs authorized under that section.

(c) The National Institute of Education shall continue its complementary efforts in career education, including product and program development, evaluation, and research, and shall devote special attention to development and validation of instruments required for the assessment of those learner outcomes for career education developed by the Office of Career Education. The Office of Education shall cooperate with the Institute in identifying research and development priorities and in disseminating the products and findings of research and development undertaken by the Institute.

(d) The Office of Education shall provide the Office of Career Education and the National Advisory Council on Career Education with sufficient staff and resources required for them to carry out their responsibilities under this Act in addition to those already assigned pursuant to section 406 of the Education Amendments of 1974.

REPORTS

SEC. 10. (a) No later than December 31 of each fiscal year each State receiving funds under this Act shall submit to the Commissioner a report evaluating the programs assisted with funds provided under this Act for the preceding fiscal year. Such report shall include—

(1) an analysis of the extent to which the objectives set out in the State plan submitted pursuant to section 6 have been fulfilled during that preceding fiscal year;

(2) a description of the extent to which the State and local educational agencies within the State are using State and local resources to implement these objectives and a description of the extent to which funds received under this Act have been used to achieve these objectives; and

(3) a description of the exemplary programs

funded within the State, including an analysis of the reasons for their success, and a description of the programs which were not successful within the State, including an analysis of the reasons for their failure.

(b) The Commissioner, through the Office of Career Education, shall analyze each one of the State reports submitted pursuant to subsection (a) and shall provide to the State no later than three months after the date of such submission an analysis of the report and recommendations for improvement in the operation and administration of programs being provided by the State with funds made available under this Act.

(c) The National Advisory Council on Career Education shall submit a report to the Congress by April 30 of each year evaluating the effectiveness of the programs operated during the preceding fiscal year with funds provided under this Act.

(d) The Commissioner shall conduct a comprehensive review of a random sample of the State programs funded under this Act and shall submit a report on such review to the Committee on Education and Labor of the House of Representatives and the Committee on Labor and Public Welfare of the Senate by no later than September 30 of the fourth funded fiscal year.

DEFINITIONS

SEC. 11. For purposes of this Act the term—

(1) (A) "career education", for the purposes of this Act except for paragraphs (2) and (3) of section 7 (a), and sections 7 (b), 7 (c), and 8, shall mean the totality of experiences through which one learns about, and prepares to engage in, work as part of his or her way of living;

(B) "career education", for purposes of paragraphs (2) and (3) of section 7 (a), and sections 7 (b), 7 (c), and 8, shall be limited to those activities carried out by State educational agencies and local educational agencies involving career awareness, exploration, decisionmaking, and planning, and shall not include any activities carried out by such agencies involving specific job skill training;

(2) "State" shall mean the States and the District of Columbia;

(3) "State board of education" shall mean the governing board or boards designated pursuant to State law for the administration, or for the supervision of administration, of elementary and secondary education in local educational agencies and other agencies in each State;

(4) "local educational agency" has the meaning given it by section 403 (6) (B) of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 244 (6) (B)); and

(5) "work" shall mean conscious effort, other than that involved in activities whose primary purpose is either coping or relaxation, aimed at producing benefits for oneself or for oneself and others.

Chairman Perkins. We have been experimenting with career education and researching on it for several years now and, to my way of thinking, career education has proven its worth as a means of making education more relevant to a student's life after school.

I also believe that this bill would set an important precedent for education legislation, in that it calls for the Federal funds to be phased out over 5 years. In this time of limited education budgets, I feel it is necessary for us to make clear that career education is not intended to be a separate program that continues on forever but rather is intended to become part of the regular school curriculum.

Hopefully, this bill will lay the groundwork for a comprehensive approach to education from the early elementary grades to adult years, providing people with an idea of what jobs are available and with the guidance and counseling to find the best jobs for them.

I know that some of the witnesses today and tomorrow may not agree with me completely about the benefits of career education or my bill, and that is why we are having these hearings. I think it is important to get onto the table all the various opinions about career education and H.R. 7, whether negative or positive, so that when the time comes to decide whether or not to move on this legislation we can have the benefit of everyone's thinking, both proponents and opponents.

Today and tomorrow I would like the hearings to be conducted as panel discussions. After both witnesses have given a short presentation today, I hope each of you will feel free to comment upon what the other witnesses have said. I hope to follow the same procedure tomorrow.

I would like to note for the record that we had invited two well-known critics of career education, Dr. Eleanor Farrar McGowan and Dr. David Cohen of Harvard University, to testify today. They had agreed to come, but canceled out at the last minute. Without objection, I would like to insert an article they wrote for *The Public Interest* journal in the record.

[The information referred to follows:]

THE Public Interest

NUMBER 46, WINTER 1977, PRICE: $2.50

Can the Government Regulate Itself?

James Q. Wilson & Patricia Rachal

Blood Policy Revisited—A New Look at "The Gift Relationship" — *Harvey M. Sapolsky & Stan N. Finkelstein*

Psychology, Ideology, and the Search for Faith — *Joseph Adelson*

A Marshall Plan for Cities? — *Norton E. Long*

Rethinking National Health Insurance — *Theodore R. Marmor*

The "Right to Treatment": Can the Courts Rehabilitate and Cure? — *Harry L. Miller*

Corporate Planning versus Government Planning — *Murray Weidenbaum & Linda Rockwood*

"Career Education"—Reforming School through Work

Eleanor Farrar McGowan & David K. Cohen

"Career education" – reforming school through work

ELEANOR FARRAR MCGOWAN & DAVID K. COHEN

AMERICANS have tried to solve a number of problems with public education. A recurrent worry has been that primary institutions—family, church, and community—were so weakened by modernization that they could no longer transmit a common culture. Since the 1840's, it has been hoped that schools could do the job instead. If children seemed to be the hapless victims of their families' poverty, nationality, criminality, or bad manners, schools would save them. If the decline of apprenticeship, the growth of large-scale industry, and the development of technology seemed to leave adolescents with no way of learning a trade or finding a job, schools seemed the obvious answer. They would teach vocational skills, test aptitudes, sort students into programs, and counsel them into careers. For more than a century, American educators and school reformers have sounded the alarm: The "natural learning" adequate for a simpler society could no longer be trusted. Formal schooling would have to replace informal education if Americans were to enter the modern age.

These attitudes were hopeful, but ambivalent as well. Americans since Horace Mann have been certain that only schooling could suffice, but they have also idealized a simpler time in which youngsters learned trades at their parents' knees—or in close apprenticeship to journeymen. Industrialism and technology struck Americans as demanding more—and more rigorous—formal education. But they also mourned the loss of an earlier and more harmonious community, in which learning to work was merely part of growing up. In their ambivalence, Americans saw schools as a way to reconstruct things. Life in classrooms would compensate for the deficiencies of life outside them.

Education and the "real world"

All this now seems to be changing. To judge from recent developments, America's long romance with schooling is on the wane. In the late 1950's and early 1960's, reformers attacked schools for not trying to do the things they should—integration, better science education, and compensatory training for the poor. The schools then took on these tasks, but by the late 1960's the reformers complained that they were not executing the reforms properly. Critics and social scientists questioned the efficacy of schooling. Ivan Illych became the darling of the intellectuals, and his ideas about the destructive power of schools took hold. "Deinstitutionalization" had become a fad in treating delinquents, criminals, and the mentally ill, and the idea soon washed over to education. Formal education, formerly regarded as the solution to so many social problems, came to seem a major social problem itself. Schools, the critics argued, were an obstacle to learning.

These ideas fermented in the literary and intellectual culture of the late 1960's, and by the early 1970's they had bubbled over into officialdom. Several government and professional commissions announced that there was a serious "youth" problem.[1] By collecting adolescents in boring and frustrating surroundings segregated from the real world of work and adults, secondary schools supposedly reinforced a pathological youth culture that was "spinning out of control," posing a serious threat to social integration. The reports called for a raft of changes, many of which sought to get adolescents out of school: reducing the age of compulsory attendance, lowering the minimum wage to encourage the employment of adolescents, and creating school programs that allowed students to work. Some reports also tried to figure out ways of using schools to legitimize "experience"—everything from making people with "real experience" into teachers to giving students academic credit for work or community service outside of school.

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[1] The reports and studies mentioned in this article include: *Youth: Transition to Adulthood*, Report of the Panel on Youth of the President's Science Advisory Committee, June 1973 (Chicago, University of Chicago Press, 1974); *The Reform of Secondary Education*, National Commission on the Reform of Secondary Education, July 1973 (New York, McGraw-Hill, 1973); Ruth Weinstock, ed., *The Greening of the High School* (New York: IDEA-EFL, March 1973); *Secondary Schools in a Changing World: This We Believe*, Report of the Task Force on Secondary Schools (National Association of Secondary School Principals, 1975); Willard Wirtz and the National Manpower Institute, *The Boundless Resource* (Washington, D.C., New Republic Books, 1975). An informative review of these ideas is presented in *Youth Policy in Transition* (The Rand Corporation, 1976).

This represents quite a change in notions about schooling. For generations schools had been seen as a protected culture, an island where children could be safe from the problematic pressures of their environment. Some had thought schools would insulate children from cultural or class inadequacies in poor neighborhoods. Others had thought schools would train children in the skills that were required for social survival and economic progress, but were no longer taught at home or at work. Still others had thought schools would protect children, giving them the opportunity to play, grow, and enjoy learning. But rather than picturing schools as a refuge, the current wisdom portrays them as pathologically isolated products of the failure of primary institutions to socialize the young and of economic pressures to keep youth out of the work force. School children are said to be walled off from healthy social realities by irrelevant compulsory attendance and school-leaving laws, and by an unwise professional devotion to book learning. According to these reports, schools prevent students from learning; the answer to the barrenness of formal schools is real experience.

The contrast between current doctrine and inherited dogmas concerning work and school is striking. For generations schools have been regarded as the indispensable preparation for work: They would provide the skills and connections that once were handed down informally on the job or in the family. This idea underlay the earliest manual training programs, the later movements for vocational education, and the turn-of-the-century torrent of high-school and trade-school specializations in everything from accounting to veterinary medicine. It is also the inspiration for the more recent flood of post-secondary white- and blue-collar training programs.

But if schooling once seemed a prerequisite for the vicissitudes of work, it is now pictured as a barrier to learning about it. Schools, it is argued, teach things that are useless for jobs or careers; they are unresponsive to the vital curiosity that would arise in real-life situations; they keep adolescents in an artificial environment that prevents them from learning career skills. According to the recent rush of reports, the solution lies in getting adolescents out of schools into work situations; or bringing work into schools so they become more like real life; or somehow combining work and schools so that labor and learning can go together. While schools used to be regarded as a better way of preparing to work, work is now seen as a better way of preparing to learn.

The "career education" movement

This new reform movement has gathered substantial momentum since the early 1970's, spreading into thousands of schools. But it is not very easy to pin down the concept of career education, which by design or uncertainty remains vague. The United States Office of Education (USOE) defines the reform majestically as the "totality of experiences through which one learns about and prepares to engage in work as part of her or his way of living." Others call it a "renewal and expansion of vocational education aimed at reducing [students'] expectations, limiting aspirations, and increasing commitments to the existing social structure."[2]

Advocates of career education propose to reach young people from kindergarten through college with lessons and experiences designed to help them make "more informed" career choices when the time comes. These lessons vary with the students' ages. Gradeschoolers are exposed to adults working and information on different kinds of work. Junior-high-school students engage in "career exploration," presumably following their interests and aptitudes to learn more about jobs that appeal to them. High-schoolers either continue exploring careers or begin working in specific areas to graduate with a marketable set of skills. At the same time, teachers "infuse" career information into all aspects of the school curriculum at every grade level, thereby teaching students how everything they study—from art to zoology—has some bearing on the world of work. The goal of career education is to teach students about life by letting them into the workplace, putting them in close contact with adults, and giving them real-life, hands-on experience. Career education aspires to an annual crop of high-school graduates with immediately salable skills, whether or not they choose to go to college.

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[2] Norton Grubb and Marvin Lazarson, "Policy 'Round the Workplan: Continuities and Fallacies of Career Education," *Harvard Education Review*, 45 (1975).

The idea of career education is not to dispense with but to add to what schools currently do—and to shift the focus to work.

This conceptual looseness may help to explain the popularity of career education. Educators can make of it what they want without easily doing violence to the reformers' intent. Little specific information is available on the array of programs, but at last count, 9,200 of the nation's 16,200 school districts offered career-education programs to their students. At the state level, nearly every department of education has a career-education officer, and many states are mandating programs, or considering it. Nor is enthusiasm limited to public-school officials. Pronouncements of support are broad, coming from most business and labor groups, and virtually every major education establishment has endorsed the reform.

Money is in good supply, as well. Largely through the efforts of former United States Education Commissioner Sidney Marland, career education has grown from a series of pilot projects launched in 1971 with $9 million of USOE discretionary funds, to a bewildering assortment of programs, projects, and studies expected to cost $110 million by 1978. In addition, USOE's sibling, the National Institute of Education, budgets more than $24 million annually for career-education research and development. Both will spend considerably more if Congress approves the Perkins Bill (HR 11023), which will earmark $100 million annually to the states specifically for career education. On the coattails of this bounty, new curricula have been churned out; new school programs are being developed and disseminated; and education professionals are producing a profusion of books and articles. Career education is not just a collection of novel ideas, but a reform movement of considerable proportions enjoying widespread popularity.

The new romance of work

It is easy to see its appeal. For some years now the press has given front-page attention to research that seemingly showed a decline in the income value of college degrees. This news accompanied rising educational costs at all levels, prompting rather brisk questions about the value of formal schooling. These doubts were reinforced by other studies asserting that high-school dropouts did just as well in the job market as similarly situated high-school graduates. And all of this fell in with the findings of James Coleman and Christopher Jencks that schools had little or no differential impact on the academic achievement or adult success of their students. If schools were not a particularly effective way of getting better jobs for students later on, why bother going? Why not get jobs right away? Or at least train for them in school?

It isn't hard to see how such questions would occur to state legislators contemplating increases in aid to public education, or to parents contemplating college tuition fees that escalate rapidly every year. But these questions have had added force for public school administrators—who, after all, must manage American high schools. The building boom that began in the Eisenhower years produced large secondary schools in cities and suburbs all over the country. These large, comprehensive facilities became some of the leading wonders of the education world, the pride of the school boards and administrators who passed the levies and pushed the plans.

Or at least so it was before vandalism, school crime, easy drugs, and the youth culture's vocal anti-intellectualism swept over the urban scene. Those large buildings quickly appeared less like monuments to opportunity and learning than corrals for the unruly, inviting disaster. One after another, administrators concluded that the main effect of large high schools was to create a "critical mass" that stimulated crimo, dope, and hostility to school. One answer was increased expenditures on police and school security. Another was getting students out of school.

The latter had once been nicely achieved by the draft, by suspension and expulsion, and by dropping out. But the draft was abolished; civil-rights reformers made suspension and expulsion complicated procedures; and dropping out always goes out of style when the job market is tight. By the early 1970's, students who didn't like school had fewer ways to avoid it. And to make things worse, by that time many school professionals had begun to believe the ideas preached by John Dewey and brought up to date by Paul Goodman: that school often *was* boring; that experience *was* livelier; that real apprenticeships *were* preferable to make-work shop courses; that contact with the real thing was better than embracing a standardized text. Connecticut's Education Commissioner, Mark R. Shedd, claimed in a news conference last year that getting all high school students out of the classroom and into the community for at least a year would not only aid teenagers, but also help teachers and administrators cope with problems of discipline and poor attendance.

All this is partly responsible for the currency and popularity of career education, but its real intellectual glue is the new romance of work. The reports and programs suggest that work is lively, while school is boring. Work is a preparation for adult life, while school simply reinforces an irresponsible youth culture. Work will stimulate curiosity and provoke learning, whereas school stultifies them. Work will provide meaningful contact with adults and help integrate youth into society, while school prevents socialization. The common thread in career education is the notion that work is authentic, real, and healthy, that it can solve problems created or unmanaged by the dull world of compulsory classrooms.

But this is reminiscent of the old idea that formal education would make up for the inadequacies of modern families, communities, and churches. And because much of the career-education movement rests on grand ideas about the saving power of real experience, we can expect that many of its aspirations will be frustrated. Career education rests on an appealing set of ideas about work and school, but these ideas are at odds with reality. As a result, efforts to implement them have perverse and unexpected results. For the most part, new programs aimed at getting children out of school only seem to succeed in keeping them in; the idea of providing children with the real experience of work has been transformed into programs that make work a formal subject of school studies; the notion of exposing students to real adults in the real world seems to result mostly in exposing them to adult professionals in the school world. Ideas designed to weaken the power of schools and expand students' experience have been captured by the education professionals. Somehow, experiencing work on the job has been turned into learning about it in the classroom.

One reason for this may be that work is not what reformers would like to believe. A great deal of work seems to suffer from just the same defects that reformers bemoan in schools; indeed, at exactly the same time they are trying to liven up education by making it more like work, other reformers are trying to liven up the workplace to make it more humane, stimulating, and relaxed —in a word, more like school. But more important, the social division of labor in America creates powerful barriers to any serious reallocation of responsibility among business, education, and labor.

Business barriers

One serious obstacle is the business world that is supposed to employ youth. The reports on work and school all suggested that new programs should involve business as an equal partner of the schools. The notion was that both employers and educators would design the innovations, manage the programs, and educate the students. Former Labor Secretary Willard Wirtz wrote that this partnership was essential to make the ventures work, the only way to prevent the programs from becoming variations on vocational education.

But as sensible as the notion of an equal partnership seems, there is little evidence that business agrees. A federally funded feasibility study of the idea in 1971 revealed that business was willing to get involved in these programs, but not on an equal footing with schools. Employers are willing to help as they have in the past—as information resources about different kinds of work, or as employers of a few students in work-study or cooperative-education programs. But they don't want to be responsible for designing programs and teaching. And they don't want to assume responsibility for students away from school.

This reality has gradually been incorporated into career-education programs. When asked what business is doing, one federal official mentioned the APAR Program in Portland, Oregon, and the Skyline Career Development Program in Dallas, Texas—both considered first-rate examples. But neither involves a new distribution of responsibility between business and schools. Rather, a consortium of local employers has sent representatives to advise schools in developing career-education curricula, to serve as a conduit between employers and schools seeking job-placements for teenagers, and to arrange site visits for classes of students. One federal official called such programs "traffic control devices."[3] Their chief function is to match school needs with business availability, "to avoid multiple requests to one business when another business could fill the bill." Without this sort of clearinghouse, he said, many employers would soon be overwhelmed and refuse to participate at all.

Visiting businesses hardly seems like a dramatic reform, or one designed to help youth reevaluate work. But USOE increasingly seems concerned with the logistics of proliferating career-education programs. "Some schools now have 40 to 50 per cent of their students visiting plants around the city, or in job-placements," one advocate of career education said, "but the goal is to spread these programs throughout the system, and when 2000 kids are knocking on employers' doors, we're going to have real problems. Employers won't be able to handle the numbers." Concern with visits seems central, but if one idea is to ease student access to the workplace, another is to protect business against a flood of youth. This is at best a somewhat ambiguous sign of business' commitment, and certainly shows no evidence of structural change in the relationship between work and school.

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[3] To protect the confidentiality of federal education staffers whom we interviewed, no names have been cited. Notes on our interviews are in our personal files.

Beyond the local level, business and industry have been noticeably quiet on the subject of career education. From the "Fortune 500" firms, for example, which employ about 20 per cent of the American work-force, hardly a word has been heard. The one exception is General Motors (GM), which recently issued a policy statement on career education, committing the company to hire education coordinators in each of its assembly plants. But the policy limits GM's involvement to "cooperating," "advising," and "supporting the career-education effort." GM intends to help schools meet their objectives by providing classroom speakers and materials, and permitting students to visit plants. This doesn't differ much from what many employers—including GM—have been doing for years now, and staff at USOE agreed: "What's going on in career education consists mainly of career curricula delivered in the classroom, plant visits, and visitors invited into the school to speak about different kinds of work." Another federal official summed up business' role more succinctly: "Business isn't really doing anything different—it's just that some of the old programs have been relabeled 'career education.'" Even businesses that support the programs carefully select a familiar, limited role.

This isn't surprising, since work in America is structured to minimize the need for teaching and learning on the job. Both are cost-ineffective, and seem to clash with profitability. Nearly 70 years ago, business seized on Frederick Taylor's ideas about work efficiency and economy, and since then jobs have been increasingly fragmented and simplified to permit rank novices to be productive from the day they are hired. Skills that can't be instantly acquired are taught in the least obtrusive ways—in public or private vocational schools, apprenticeship programs, or in company-oriented classrooms set apart from the shop.

This is not to say that most businesses couldn't be restructured for teaching, and incentives devised to encourage it. Indeed, given the slack labor market and some workers' demands for job enrichment, restructuring with federal subsidies might meet a variety of needs. Some workers not needed in production might be employed as teachers, or an educational dimension might be added to some jobs that are narrowly defined. But supporters of career education tried to interest business in the idea a few years ago and were flatly rejected. Employers, it seems, feel neither qualified nor inclined to become more involved in schooling. As a result, the concept of equal partnership was abandoned. "No one talks about equal partnerships anymore," one federal career education official told us: "If you assume rational behavior, the investment just isn't worth the cost to business. People still toss the word 'partnership' around, but nobody knows exactly what that means. And for political reasons, no one is in any hurry to define it. Anyway, business shouldn't be involved in such things as evaluation, certification, and curriculum development. That should be left to school people —who know how to do it best."

It should hardly be a surprise that other education professionals agree with this. The National Association of Secondary School Principals (NASSP) issued an enthusiastic report about using business facilities and resources to spruce up schooling. But NASSP was quite clear that control of these programs must remain firmly in the hands of professionals. Providing students with out-of-school programs is one thing, but sharing authority and responsibility with business is quite another.

So one central idea in these work-and-school proposals has been quietly laid to rest: There will be no joint partnership. The hope was to dilute the influence of educators and standard school practices, expose students to work rather than school, and provide a better idea of what the adult world is like. As it turned out, however, nobody but the authors of the reports seemed interested. Employers are not prepared to become more involved in schooling: They feel they lack the training and organizational requirements, and they feel their major business is productivity and profits. Since professionals certainly don't want to share responsibility for education and weaken their control, employers will continue to help local schools in the same ways they have for years, and educators will control the curriculum and orchestrate students, as usual.

The resistance of labor

A similar problem underlies organized labor's response to career education. Labor leaders don't think that work is the solution to the problems of school; they are more attached to the old idea

—that school will help solve the problems of work. This notion is the basis of recent efforts to democratize the workplace, to make it more open and humane—as school is thought to be. And it is the basis for labor's support of more formal education for more people. Labor leaders take a dim view of letting youth out of school and into the workplace any sooner. They think this can't possibly serve youth well; they think it will only work to the advantage of business; they fear it could be a union-busting or wage-cutting tactic.

One theme in labor's complaints is the movement's pro-employer bias. According to John Sessions, assistant director of the AFL-CIO Education Division, employers have most to gain from the career-education movement: "The emphasis is on getting kids out of school faster and on the job sooner. That goes hand in hand with cutting the compulsory school age, as well as the minimum wage. Well, over our dead bodies will we go along with a cut in the minimum wage [which has been proposed to compensate students for productive work]. If kids work, employers should be willing to pay them the full minimum wage."

The argument that different wage scales were designed to encourage youth employment, not rate-busting, is greeted by labor with some skepticism. But even the idea of students working at the full minimum wage isn't much more appealing. Students will still be an economic threat to adults holding entry-level jobs. And, Sessions says, students won't learn very much for all the trouble they cause: "The most available kinds of work for kids are educationally the least productive—work in hamburger palaces and laundermats. Lots of these places are small; some employ only two people. If a student works, he puts one adult out of a job. And at that, the person is probably a marginal worker, who will end up on unemployment. And what does the student learn about work in a laundermat? He won't learn anything about management—he'll probably never even see the owner!"

Labor officials do say they are "theoretically committed to the notion of work experience for teenagers." But when asked what sorts of union work students might perform, they become somewhat vague: "There are jobs kids could do—assembly-line work, for example. And students could do some apprentice work, such as bringing in stock, or working as helpers to journeymen." But it isn't clear how carrying supplies is more educational than flipping hamburgers; nor is it certain that unions using apprentices now would welcome a new pool of students seeking apprenticeships.

All this has had a considerable impact on career-education programs. It has closed off a wide range of work to youth, and limited the jobs they can sample. An official at USOE underlined the point: "It's easier to put teenagers in non-union shops, but much of what they want to experience is unionized work. It bothers us to tell students that there are apprenticeable jobs out there, but that we just aren't going to touch them."

One way advocates of career education have tried to deal with labor's resistance is to limit the amount of time students spend on any job. "As long as students don't become productive," we were told at USOE's Office of Career Education, "they can work in the shop without pay, and there is no resistance from labor. The Department of Labor's rule of thumb is that people become productive after 13 days' work. So we can get around the non-pay issue by moving youngsters around a lot." This flies in the face of the notion that students should experience the deeper dimensions of work, developing relationships with workers and learning as much about adults as about jobs, or the tasks they involve. Worse yet, labor has other objections to this no-pay shortcut. According to John Sessions, labor is "utterly opposed" to placing students in a job for two or three weeks at a time. "In fact, it's an insidious idea," he said: "Many youngsters could outperform seasoned workers for just a few weeks, and go away thinking the job was great. They would form their conception of the work based on their short-term performance. But it's one thing to work on an assembly line for three weeks, or even three months. And it's another to work on that job for 30 years or more."

The irony is that some of labor's fears are self-fulfilling. Rather than providing deep or extended introductions to work, career-education programs can generally provide access only to marginal jobs, or jobs for which there is little demand. Labor resistance is one reason for this. As a result, students can learn little useful for career development, and the jobs seem unlikely to promote novel attitudes about work or adulthood.

Professional ambivalence

Ambivalence about these reforms is most apparent among school professionals. Many teachers like the idea of getting some youngsters out of school early, because they are troubled by difficult students. But most educators are also troubled about declining enrollments that put more and more teachers out of work. Professionals and their organizations thus oppose new programs that threaten to reduce enrollments deliberately. It is surprising that federal officials didn't anticipate this; as far back as 1967 it was no secret that the teacher shortage was over, and demographers were already offering gloomy predictions of steadily declining school enrollments. But several of the career-education reports that appeared at the turn of the decade cheerfully proposed reducing the time youth spend in schools, with nary a thought about teachers.

This naiveté may be understandable, for some of the reports were written by non-educators, and teachers' views don't usually find their way into heady proposals for reforming school. In addition, many of the reformers were motivated by the anti-teacher ideas of the late 1960's. In any event, the ideas for reform have provoked a major conflict within the profession that has had a considerable negative impact on the new programs.

One effect has been to weaken career-education programs in high schools and shift the focus of activity to the intermediate and elementary grades. "All the action is at the elementary level," we were told at USOE. A Peat, Marwick, and Mitchell study commissioned by USOE last year reported an inverse relationship between grade level and the amount of career education students receive. But this has had perverse results. Elementary-school children are furthest away from career choices, and work appears more abstract to them. But teenagers, for whom work is a more salient consideration, seem to be more interested in each other than in what they see on plant tours. The Packard Electric Company in Warren, Ohio, has had six years' experience giving tours and half-hour stints on the assembly line—mostly to sixth-graders, because older children are a problem. The director of this work-exploration program at Packard told us that they began with teenagers, but soon turned to younger children because "as they get older, kids are less interested in work, and fool around too much." USOE staff are concerned about this downward drift to younger children, but don't know what to do. One concluded that high schools, in fact, may be too early: "Career education programs really work best at the junior college level. Students there are closer to work, and take job exploration more seriously." That, of course, was what educators said of vocational training in high schools, from 1920 to the 1960's.

Several theories have been advanced to explain the failure of career-education programs to take hold in high schools. The current favorite—an old one for explaining school-reform failures—places the blame on teachers. "High-school teachers are discipline-oriented," we were told: "They are philosophically opposed to infusing career information into their mathematics, or English, or chemistry curricula." Many of them think students get too little of intellectual substance as it is, and they are hostile to the idea of giving any more time to "soft" subjects.

In any case, it is not easy to work career education into the curriculum. We asked one USOE official how teachers might infuse career information into Algebra II or American History, and his response was, "Darned if I know." He observed that an English teacher might use Dickens to teach "work values" and to show how much work has changed. But that isn't likely to help students make career choices now, or to learn about work in the computer age. Supporters of the idea are aware of this problem and know that retraining veteran teachers is often a fruitless pursuit. But even efforts to promote career-education training have met with little response. Teacher-training institutions are lukewarm, partly because their programs are also contracting, and partly because the remaining faculty are committed to their "disciplines."

Among the more serious professional opponents to career education, high-school guidance counselors may be the most intransigent. One reason is their long struggle to legitimize and dignify their specialty by working mostly with college-bound youth. "Now," we were told at USOE, "career education has come along, and guidance staff are back working with blue-collar kids. In the first place, most guidance people don't know the first thing about jobs; secondly, they're not particularly interested in learning. But they are usually the people drafted for career-education counseling, and they don't have much choice given the tight job market. So how do they deal with it? They resist—and spend most of their time managing logistics rather than counseling kids about job placements."

Logistics may be a safe refuge for now, but it probably won't be for long. Transportation is a vulnerable item on school budgets, and funds for moving students around have been shaved in the past year. Staff at USOE think plant trips will diminish as a result, and alternatives are being developed. One device gaining in popularity is the use of video tape to record career-education activities that students can't experience individually. Some districts, we were told, make tapes of the plant visits of one class and show them to others unable to make the trip. And students are also filmed "shadowing" workers who can't be followed by everyone. The reasons for this may be economic, but the effect is to transform career education into a familiar, vicarious school activity. Films and career curricula, not real work experiences, become the rule.

Project Discovery, a career-education program developed by the Iowa State Department of Education, is another example of this. Ray Morley, a consultant to the program, says, "Project Discovery is designed to get students actually doing things." This "hands-on career-education effort" consists of packaged materials and instructions for different kinds of work. Over the past four years, Iowa has spent over $1 million developing 20 "career kits" that, according to promotional material, are designed to "permit students to experiment with many characteristics of work in the 'safe' environment of the school lab or classroom." These self-instructional packages are currently available for commercial art, hairstyling, advertising, auto-body repair, plumbing, greenhouse work, and medical patient care, among others. The masonry kit, for example, includes a mortar box, wire, a patio-block form, and a line level—along with instructions on how to use them. The school provides trowels, bricks, and concrete blocks—all that any mason needs. This is a far cry from students working side-by-side with a mason, but Ray Morley reports that career-kit sales are brisk, at $2,530 for a set of 20. The producers of Project Discovery plan to develop 60 additional career kits.

It is difficult to understand what students can learn about work this way. And it is harder still to understand how career-education curricula and films promote initiative, responsibility, and healthy work attitudes. According to one USOE official, job simulations and video tapes are a poor substitute for programs that take students into plants: "They miss the smells, the sounds, the whole ambience," he said. He doubted that students learned much about work in school, but thought it was better than nothing.

The response of teachers to career education thus parallels that of business and labor. School professionals still feel that education is the best preparation for life, but even if their ideas about the enlightening effect, of schooling have been dulled by experience, professional self-interest dictates opposition to major structural changes. Just as business participates in career education by performing such familiar functions as plant visits, teachers also draw on the familar—inviting speakers to class, showing films about work, and managing the administrative details of placing youth in jobs.

A reform manqué

So an innovative movement designed to produce structural change seems to have been changed by the structure. The implementation of career education has mostly produced programmatic parodies of the original ideas. One wonders why this happened, and what it implies for efforts to reform the relationship between work and school.

One reason things turned out as they did is that the social division of labor simply overwhelmed the reform. The notion of using work as an alternative to formal schooling and as a stimulus to learning is appealing in many ways. But it seems to have had too little concrete appeal for too few. Teachers would like to get difficult children out of their classrooms, but it seems risky in a time of enrollment decline and job shortages. Some businessmen like the idea of exposing students to the world of work, and others like having students as employees or interns, but most business organizations are too concerned with productivity and profits to bother with more than a few visits or lectures. This belies the labor movement's fear that career education is a rate-busting, anti-union gimmick, but the fear has nonetheless helped to limit serious work opportunities for adolescents. And all these factors are given added force by a sluggish economy and high unemployment rates. "Letting teenagers out of school to work may be a great learning device, but it isn't viable today because it's really a full-employment idea," according to Walter Davis, education director of the AFL-CIO. Stagflation is not exactly a powerful stimulus for innovation.

Of course, this doesn't prove that the innovative ideas are wrong. Perhaps it only shows that the established order perverted a sound reform. And there is at least one very small program, still in its early development, which has met with more success.[4] But other forces besides the power of established institutions account for the sad fate of most career-education programs. One is that the movement is a professional phenomenon. The reform was not the brainchild of businessmen eager to reorganize the division of work and enrich their experience through teaching; nor was it the creation of workers bored with their tasks, seeking to improve their work and deepen their relationships with youth. Instead, it was conceived by university academics and public-school reformers, based on their pained vision of what was wrong with adolescents and school. As a result, like many other social programs, the career-education movement turned out to rest on a very narrow grouping of interests and to express a very narrow range of opinion about the relationship between education and work. As the programs were implemented, the reformers discovered just how diverse the competing views were. Far from winning converts, the reformers only seemed to have accentuated the divisions of opinion about work and school.

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[4] The National Institute of Education has supported one program—Experience-Based Career Education—which seems to have produced some real changes. At present, it operates in a few heavily subsidized demonstration schools.

Indeed, the brief experience with this reform suggests that there are powerful competing fantasies about the relationship between school and work that are a serious impediment to change. The reformers see school as a pallid bore, and they think that real experience can teach many students more of the things they need to know. They think work is often a much more potent stimulus to learning than school. They think real experience should redeem the barren lives of students trapped in classrooms.

But vast segments of the society disagree. The spokesmen of organized labor think that much work is dull and intrinsically unsatisfying, and they see school as a redeeming force. As society becomes more modern, they think more work will become routine and mundane. As a result, they expect that people will need to find satisfaction in other things, and that school can help them. Thus they see career education as a move in the wrong direction, an effort to prepare students for adult lives narrowly defined by work. Career education, they fear, will make school parochial, and limit opportunities to find fulfillment in other parts of life. "Career educators give only passing attention to other purposes of school," one labor official said, "but there is a lot more to education than preparing kids to hold jobs. They need to learn to fulfill themselves, to understand and appreciate our culture, to become informed consumers. People don't necessarily fulfill themselves in a job."

Fantasies about modernity

These differences are important, for they reveal two important areas of ambivalence caught up in the career-education movement that help explain both its broad appeal and its weak implementation. One area concerns the sort of education that will be the best preparation for life. The old fantasy is familiar—the chief purpose of education is to expand opportunities and increase the potential of students to lead full and satisfying lives; education is an advantage that should be equally available and encouraged by delayed entry to work. By contrast, career education seems a newer fantasy—that schooling often impedes the preparation for life, and reduces the opportunity to find meaningful relationships with adults and to acquire economic and social skills.

But while the ideas seem novel, this recent reform movement evokes an old American conflict concerning modernization. School has seemed the best preparation for an industrial and highly technological society for more than a century now, but it also struck Americans as a necessity only because older institutions—family, apprenticeship, and community—seemed to have been severely weakened by modernization. Schools were needed because it seemed that socialization and career skills could no longer be provided on an informal basis in natural settings. For generations this diagnosis seemed to lead inexorably to the notion that formal schooling should replace informal learning on the path to adulthood. Now, because of spreading disillusionment with the effectiveness of schools, it seems that a return to informal learning is a better way of solving the problems of modernization. Of course, this ambivalence has never been far from the surface of American life. Many reformers of Horace Mann's generation sang the glories of informal learning in earlier, simpler communities—just as they organized madly to establish the formal schools that would meet the needs of the modern industrial age. And in a later version of the same story, John Dewey opposed his ideas about learning through experience to what struck him as the arid, empty formalism of the educational systems so recently established. Dewey's ideas later became parodied by the "Life Adjustment Education" movement, and career education promises to continue this tradition. Americans have long been torn by competing fantasies of modernity and competing ideas about the sorts of education that will help, but whichever dream they choose, their expectations have been extravagant.

There is a related ambivalence concerning formal and informal institutions, and a similar pattern of high hopes. Modernization has long struck many as a destructive force, nearly sweeping society off its foundations, but from this dark diagnosis the ideologists of both formal schooling and informal learning have brought forth sunny and hopeful notions. Whether it is getting children into schools or out of them, reformers in both camps have thought that reshuffling institutions would overcome the threats of modernization. This is another familiar pattern of the history of social reform in America. When existing institutions seem inadequate to respond to changing social conditions, reformers frequently propose to loosen the boundaries between formal institutions and the larger society. They seek to shift responsibility from formal organizations to informal social arrangements. The recent call for penal reform, for example, centers on breaking down barriers between prisons and society by integrating inmates into the community through work-release programs, furloughs, and halfway houses. The notion is that community has a curative effect, that it offers more effective treatment than the institutions themselves. This notion has strong populist roots, and it evokes images of a simpler time in which people cared for each other through the bonds of family, community, and religion. The hope seems to be to recapture the past by creating it in the present.

This hope is easily nourished by the apparent ineffectiveness of formal institutions, for they regularly fail to live up to expectations. Formal schooling doesn't help train many who would prefer to be elsewhere, and it doesn't help those unfamiliar with the school culture, or those put off by it. Nor does schooling solve all the problems it has been supposed to, whether family decay, worker training, poverty, or auto accidents. This should be no surprise, since formal schooling is only a minor influence on students affected by much more powerful social arrangements—family, ethnicity, social-class or economic-class membership, and the like.

But the hopes for informal learning nourished by these failures are set on similarly frail foundations. In the division of labor produced by modernization, formerly private responsibilities—caring for the old, socializing the young, protecting and controlling deviants—have increasingly been committed to public experts. Now, when reformers call on the commuity to reconvene, the relevant people or institutions often have neither the time, nor the resources, nor the bonds of personal acquaintance, nor the motives to respond. The informal social arrangements supposed to assume the roles of failed formal institutions are not there in much strength. As a result, grand hopes such as those for career education fail to produce much in practice. The dreams of informal learning and community education regularly fall victim to the realities of a complex and formal social division of labor.

In a sense, these two areas of ambivalence frame the structure of social policy in education, and it would be foolish to think that there are simple ways to resolve them. But two points may be useful. First, these contrary fantasies about coping with modernity may themselves be part of the problem, for they often involve exaggerated ideas about both the damnations of modern life and the saving grace of either formal institutions or natural experience. Second, in seeking to deal with the inadequacies of formal institutions, it might make sense to recognize the limitations of informal alternatives in this post-industrial world. If the experience in penal reform, mental health, and juvenile justice is any example, it would probably pay to think in terms of inventing new community institutions—or offering strong inducements and supports to existing ones—rather than supposing that informal institutions will more or less naturally pick up the slack. Informal education and experiential learning may make sense, but they seem unlikely to find their way into practice without more institutional support and social inventiveness than current fantasies have mobilized. Lacking these things, innovative programs like career education seem likely to slip into the chasm between extravagant hopes for the natural and informal, and the realities of an increasingly formal and specialized social structure.

CONTRIBUTORS

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Chairman PERKINS. At this time we are going to hear from our first witness, Dr. Elvis H. Arterbury, Partners in Career Education.

Dr. Arterbury, we are delighted to welcome you here at this point. You may proceed.

STATEMENT OF DR. ELVIS H. ARTERBURY, PARTNERS IN CAREER EDUCATION, DALLAS/FORT WORTH INDEPENDENT SCHOOL DISTRICTS

Dr. ARTERBURY. Thank you, Mr. Chairman. It is certainly my privilege to be with you here this morning, and I concur completely with your opening statements.

Chairman PERKINS. Without objection, that prepared statement will be inserted into the record.

[The prepared statement of Dr. Elvis Arterbury follows:]

PUBLIC HEARINGS
Concerning
H.R. 7

Elvis H. Arterbury, Ph.D.
Partners in Career Education
Arlington, Texas

Mr. Chairman and members of the committee, I am honored to be here today to testify in behalf of House Resolution #7, the Elementary and Secondary Career Education Act of 1977, which would appropriate implementation monies for the infusion of career education concepts into the existing curriculum of the nation's elementary and secondary schools. As the members of the committee are aware, funds have been allocated for career education program development and site demonstrations since former U. S. Commissioner of Education, Dr. Sidney Marland, advocated career education as a viable educational innovation in 1971. I support the opinion of the authors of House Resolution #7, that it is both timely and appropriate to move career education from a demonstration mode into an implementation mode for the nation's schools.

My remarks today, supporting the proposed legislation, will attempt to answer three basic questions:

1. Is there evidence that the majority of the public supports the inclusion of career education concepts in the school curriculum?
2. Is there evidence that many students leaving the nation's schools are not adequately developed in terms of the concepts basic to career education?
3. Is there evidence to support the thesis that the infusion of career education concepts can bring added meaning and purpose to the existing curriculum for students involved in the educational process?

INTRODUCTION

During the early 1970's, primary goals for public education focused upon assisting students in their discovery of themselves in relationship to the society. Career education represents one response to the call for educational reform where concerns have related to: the apparent student deficiencies in terms of basic academic skills; the high dropout rate for students; the increased student alienation; and the lack of relevance of school curriculum as perceived by students. Changes in American education attributable to the career education movement probably date from January of 1971 when Dr. Sidney P. Marland, Jr., then U. S. Commissioner of Education, called for a reshaping of education "...to meet the career demands of the astonishingly complex society we live in."

In support of this emergent concept advocated by the U. S. Office of Education, the Texas Education Agency, in 1972, established career education as one of several priorities for development in the state's elementary and secondary schools. One aspect of the priority attention given to career education was to plan for and conduct a statewide needs assessment. As planning began for this assessment effort, it became evident that there was lack of agreement about what career education meant or should mean to educators and, of greater importance, what it should mean to students. Such information was essential for targeting management decisions and instructional programs. This paper describes the procedures that were used in Texas to find out what student development should be in terms of career education and discusses the practicality and feasibility of measuring the student outcomes identified.

PART I

IDENTIFICATION OF LEARNER OUTCOMES FOR CAREER EDUCATION

Rationale

A first step in planning for a statewide assessment was the appointment within the Agency of a steering committee to provide guidance and direction for the extensive activities contemplated. This committee was composed of representatives from program development, school administration, guidance, vocational education, special education, career education and planning. Concurrent with the Agency's career education planning activities, the Partners in Career Education[1] project was organized and charged with the responsibility for developing a career education learning system appropriate for kindergarten through grade twelve. Since a comprehensive assessment of needs was considered to be an essential element of the Partners' learning system, the stage was thus set for a close working relationship between Agency and Partners' personnel. These two organizations, in their cooperative assessment and measurement activities, are referred to in this article as the Texas Project.

While needs assessment is certainly not a new idea, its broad application to education in a definitive manner probably does not pre-date the late 1960's. Up until that time the needs assessment model in most general use did not attempt to involve the total community. Determination of education needs was primarily a task for educators and felt needs established the bases on which many education programs were implemented. Sweigert (1968) observed that very little had been done to accurately measure the "what is" with regard to education outcomes and even less in the area of determining what the outcomes should be. There is evidence to suggest that this observation was still valid until the very recent past.

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[1] Partners in Career Education is a five-year cooperative project for the development and dissemination of a career education learning system. It is funded by the Texas Education Agency and sponsored by the Dallas and Fort Worth Independent School Districts and Education Service Centers, Regions X and XI.

Needs assessment has been described as a discrepancy analysis that should deal with skills, knowledge and attitudes and further, that the discrepancies should be identified in terms of products or end behaviors (Kaufman, 1972). Sweigert, an early proponent of currently accepted strategies for needs assessment in education, stressed the importance of accepting societal expectations, the expressed desires of the primary consumers of the educational product, as establishing the "what ought to be " dimension for school outcomes. In 1971 he outlined a model for needs assessment which emphasized the importance of learning objectives for students and identified educators, students and the community as cooperating partners in determining the objectives. A methodology for establishing (measuring) education needs based upon the perceptions of the total community was proposed by Hitt (1972). In what he describes as a humanistic planning model the total community would participate in identifying education objectives and in the selection of program priorities.

In responding to questions posed by the editors of American Education, Dr. Marland expressed the view that career education was a basic far-reaching concept that demanded the best thinking of everyone and that questions regarding its structure and organization should be decided locally. He specifically identified school boards, teachers, students, the business community, and labor as being directly involved (Marland, 1971). In support of this viewpoint, the Office of Education "...conscientiously avoided trying to lay down a precise definition of career education" (Marland, 1973).

Perspectives such as these describe a basic philosophy which guided project planning and which resulted in commitment to a process consistent with the humanistic planning model. The Texas Project would attempt to seek the widest possible involvement of all segments of the community in establishing basic standards (community expectations) for student development. Where discrepancies between student development and community expectations could be identified, program elements would be developed for infusion into the curriculum. New program materials would not be developed where this evidence of need did not exist. The commitment to "go to the community" was recognized as outlining a task of considerable magnitude, yet, whatever success the project may have achieved can be directly attributed to this approach.

Development of the Learner Outcomes

The first objective of the Texas Project was, therefore, to develop statements which described what students should attain, what the community desired career education to be or to accomplish. These statements would define career education and function as benchmarks for planning, assessment and evaluation activities. The question to be answered was: "What attitudes, behaviors and skills should an individual have to make a successful transition from school to further societal participation?" The statements of expected student behaviors or learner outcomes would describe the skills, capabilities, knowledge, attitudes or other characteristics, as identified by the total community, which were basic for Texas students. The various sources to be utilized were:

- Group interaction work conferences;
- Literature generated by local, state and national education agencies and projects;
- Consultations with the staffs of national, state, regional and local career education projects.

As a vital first step, open-ended work conferences for the public were held. Through these meetings over 1200 participants were able to formulate statements which reflected their expectations regarding the development of students in the Texas public schools. Participants in the work groups represented both urban and rural areas, the business and industrial community and the various ethnic groups of which the Texas population is composed. Separate work groups were held for parents, students, educators, business people and members of civic and professional organizations.

Statements obtained from the various workshop groups were screened and combined with those statements developed from the literature. This was a tedious process because the retention of all discrete statements from the community was essential and duplications were numerous. Following this screening and combining activity, which resulted in the final identification of 279 student outcome statements, a statewide survey of Texas citizens was planned to obtain further judgments regarding the importance of each statement. Specifically, those outcomes which the community considered to be basic requirements for Texas students were to be identified.

PART II

VALIDATION OF LEARNER OUTCOMES FOR CAREER EDUCATION

Designing the Validation Survey

Design of the validation instruments began with the editing and structuring of the outcome statements to assure more effective communication with the several publics that would participate. The 279 outcomes were divided among ten instruments and a form of matrix sampling was selected as being appropriate to accommodate the number of instruments and the anticipated large number of individual participants. Response time would thus be reduced and individuals would be able to give more careful consideration to each outcome statement. All of the ten forms contained questions for obtaining information concerning each respondent's occupation, gender, ethnic background, age, family income and the type of community in which he or she resided. The validation instruments were printed in both English and

Spanish to permit citizens to respond in the language of their choice. Respondents were requested to rate each learner outcome statement presented as either Basic, Desirable or Inappropriate for seventeen-year-old students to acquire prior to leaving school in order to function in today's society.

Distribution of the Validation Instruments

The sampling technique utilized for selecting potential respondents was designed to obtain the participation of: one percent of all senior students in the state's public schools; one teacher/administrator for each senior student selected; and some business person and/or a member of a professional or civic organization for each senior student selected. Factors taken into account in drawing the sample were the geographical location of the high schools: whether the schools were urban/central city, suburb or rural/small town; and the ethnic composition of each school's student body. The project staff also distributed approximately 1700 forms to various groups with statewide membership. Members of these groups were specifically selected to participate in the belief that their perceptions would tend to synthesize local and regional perspectives into more cosmopolitan statewide viewpoints.

Results of the Validation Survey

Of the 8180 survey forms distributed, 6007 were returned for a response rate of 73%. All of the various groups identified by the demographic information collected were represented in sufficient numbers to permit valid judgments to be made from the data. The criteria utilized for making decisions about the learner outcome statements following the survey are summarized as follows:

> Outcomes were rated by each respondent as being either "basic for all 17-year-olds," "desirable for some 17-year-olds," or "inappropriate for 17-year-olds." For an outcome to be accepted as basic, a majority (more than 50%) of the persons voting must have so rated it and the mean scores of all populations (students, parents, educators, business people, and ethnic and geographic groups) were required to be 1.5 or higher on a scale of 0 to 2.0. Outcome statements marked as basic were scored as 2.0. Those marked as desirable were scored as 1.0, and those marked as inappropriate were scored as 0 (Texas Education Agency, 1973).

By application of the criteria stated, 177 of the 279 learner outcomes were identified as basic. The remaining 102 outcomes were rated as desirable with mean scores ranging from 0.5 to 1.49 on the two point scale. A review of the outcomes "voted" as basic by all of the community groups revealed that the desires or expectations of Texas citizens were not dissimilar to those of a national sample reported by the Fourth Annual Gallup Poll of Public Attitudes Toward Education (1972). For example, student outcomes receiving the strongest support in the Texas survey were directly addressed by the educational programs which were awarded the highest priorities by Gallup's "microcosm of the nation."

The final step in the development of an operational definition of career education for Texas public schools was the organization of the basic outcomes into nine categories to facilitate communication. The validated outcome statements were than published by the Texas Education Agency as Basic Learner Outcomes for Career Education (1973).

NINE CATEGORIES OF BASIC LEARNER OUTCOMES FOR CAREER EDUCATION

Category	Outcomes were included in this category if they dealt with
1. Career Planning and Decision Making	Goal setting; understanding the importance of a planning process; assistance in decision making; career choices
2. Career Information	Identification of sources of occupational information; obtaining information about careers
3. Job Acquisition and Retention	Skills that one should have to locate and interview for a specific job; skills and understandings that one should have to remain employed
4. Attitudes and Appreciation for Career Success	Attitudes toward work; feelings about task accomplishment
5. Skills in Human Relationships for Careers	Interpersonal relationships; group dynamics; attitudes toward the possession of human relationship skills
6. Self-investigation and Evaluation for Career Success	Examination of self in relation to careers; assessment of self-concept, appraisal of interests and capabilities
7. Personal/Work/Societal Responsibilities	Citizenship; relationship with and responsibilities to fellow men, job, etc.
8. Economic Factors Influencing Career Opportunity	Understanding how various economic conditions affect a person; how a person interacts in the economy
9. Education/Career Relationships	Understanding the relationship of education (formal or informal) to career opportunities; understanding the relationship of education or training to specific job requirements; the student's attitude toward education or learning and career opportunities.

Analysis of the Learner Outcomes Validated

Community members who contributed to the development of the learner outcomes in work group sessions were not provided with any sort of definition of career education. The Texas Project had not embraced a definition and, indeed, had been unable to formulate or discover any statement or series of statements that would adequately communicate the meaning of career education to the various interested audiences. Each work-group participant, was, in effect, presented with a blank page on which to record his or her perceptions of what students should receive through education. The learner outcome statements resulting from this approach have been accepted by the project with the conviction that a working definition of career education in terms that are understandable and acceptable to the community has been provided. While there is some redundancy among the outcome statements, this has been regarded as a strength rather than weakness in that community desires for certain outcomes tend to be emphasized.

No specific theory was given conscience consideration during the generation and validation of the learner outcome statements. During analysis of the validated statements, however, a schema for categorization of career development theories described by Datta (1975) identified as either economic, psychological or sociological.

Student attitudes, skills, knowledge and behaviors associated with these domains are as follows:

- **Sociological Domain**

  Skills in human relationships; positive attitudes towards individuals within society; and personal, work and societal responsibilities.

- **Psychological Domain**

  Decision-making skills; attitudes toward work and task accomplishment; appraisal of interests and capabilities; and the relationship of satisfaction to successful achievement.

- **Economic Domain**

  Identifying and obtaining information about careers; the effect of various economic conditions on careers and individuals; acquiring basic academic skills associated with labor market entry requirements; and job acquisition and retention skills.

It was interesting to discover that the community involvement process produced outcome statements that were consistent with various aspects of all of the three domains. Many of the outcome statements contain elements compatible with more than one category or domain thus making the formulation of definitive conclusions difficult. Nevertheless, based upon project analysis, determination was made that 36% of the outcome statements tended to be compatible with objectives which would be advocated by economic based theories of career development. Approximately 31% of the outcomes tended to be compatible with psychological based theories, and 33% were more consistent with sociological theories of career development. Whatever the processes of logic, reasoning, or feeling which guided the Texas public, the "person" described by the outcomes identified as basic require approximately equal development in each of the three theoritical domains: economic, psychological, and sociological. The project staff strongly believes that this provides the basis for a well-balanced career education program for Texas students.

The Gallup Poll (1972) previously referenced also asked the question, "Why do you want your child to get an education?" The top responses were: to get a good job and make money; to attain self-satisfaction; and to get along with people at all levels of society. The correlation of these statements to economic, psychological and sociological domains and to the Texas outcome statements is apparent. Despite the unwieldy nature of the problems inherent in the humainistic planning model, justification for its utilization evolves from relevance it brings to education programs.

PART III

ASSESSMENT OF LEARNER OUTCOMES FOR CAREER EDUCATION

Preliminaries to Test Development

Having established the expectations of the community with regard to learner outcomes, the next phase in the developmental hierarchy involved the problem of measuring actual student development against the identified standards. Initially, a variety of off-the-shelf instruments were investigated to find out the degree to which the requirements of the project could be met. This investigation included trying out the available tests with students. In no instance was there sufficient correlation between the objectives measured by existing tests and the basic learner outcomes to produce acceptable measurement information. The result of this finding was a major decision to commit the Texas Project to the development of a measurement and diagnostic system appropriate for determining student attainment in terms of the basic learner outcomes. A task of the magnitude envisioned and the time anticipated for its completion resulted in a further decision to seek the involvement of a commercial test developer. A request for proposal (RFP) was prepared and distributed nationally to organizations with demonstrated expertise in education measurement. Proposals submitted by a number of these organizations were reviewed and the Measurement Research Center of the Westinghouse Learning Corporation (WLC/MRC) was selected on a competitive basis to assist the Texas Project with measurement system development.

Designing the Assessment and Evaluation Instruments

Over a two year period the Texas Project worked closely with WLC/MRC to reduce the 177 basic learner outcomes to a more manageable number to include in testing; to identify behavioral objectives to guide test item development; to write/review/revise test items; and to tryout the test items with populations of Texas students. The accepted items were arranged in sixteen separate test instruments according to outcome and outcome category. A seventeenth test instrument for survey and general assessment purposes was constructed with items statistically selected as being representative of the total package of items. The final test instruments, named the Career Education Measurement Series (CEMS), measures student development in terms of sixty-three of the Basic Learner Outcomes for Career Education. The sixty-three outcomes were arranged in twenty-six sub-categories and collectively these sub-categories reflect student development in the nine categories of outcomes.

Statewide Assessment

During the fall and winter of 1975 the survey instrument was utilized for a statewide assessment of career education needs. The test was administered to approximately 27,000 ninth and twelfth grade students. These students were randomly sampled from the total state population. Following test administration, the student answer sheets were scored using a computer program provided by Westinghouse Learning Corporation, in order to meet the performance criterion on the survey test, a student had to answer correctly 60 percent of the total items for each subcategory.

Results of Statewide Assessment

Sub-Categories of Highest Performance: Because the learner outcomes for career education were identified as "basic" for all 17-year-old Texas students, it was assumed, for this assessment, that 90 percent of the twelfth grade students should be able to master these learner outcomes. Similarly, it was assumed that because students are younger and have fewer experiences at the ninth grade, 75 percent of the ninth grade students should display attainment of the outcomes. There were five sub-categories for which at least 90 percent of the twelfth graders and 75 percent of the ninth graders met the performance criterion. These sub-categories were:

- Goal Setting
- Understanding Self-Concept
- Attitudes Toward Work
- Job Location and Interview Skills
- Responsibilities Within Work Environment

Because students performed well in these five sub-categories, a concentration of special programs and resources would not be required in these areas.

Sub-Categories of Lowest Performance: The nine sub-categories of lowest performance were:

- Assistance in Decision Making
- Career Information
- Job Characteristics
- Appreciation for Quality Work
- Interpersonal Relationships
- Developing Positive Attitudes and Behaviors-Political/Societal
- Job Specialization and Worker Interdepence
- Supply and Demand
- Learning Experiences and Career Opportunities

These were the sub-categories where less than 75 percent of the twelfth grade students met the performance criterion. These sub-categories should be given priority attention since the twelfth graders did not meet the 75 percent expectation level that was established for the ninth grade.

Overall Student Performance: Student performance has been reported at the sub-category level. These 26 sub-categories are grouped under nine general categories of career education. In considering the overall performance of Texas students at the category level, Figure 1 shows how ninth and twelfth graders performed in relation to these categories. The categories are ranked from highest student performance (rank 1) to lowest performance (rank 9).

Figure 1

CATEGORY PERFORMANCE

Category	Rank Twelfth Grade	Rank Ninth Grade
Self-Investigation and Evaluation for Career Success	1	1
Personal/Work/Societal Responsibilities	2	3
Attitudes and Appreciation for Career Success	3	2
Career Planning and Decision Making	4	5
Job Acquisition and Retention Skills	5	4
Skills in Human Relationships for Careers	6	6
Education/Career Opportunity Relationships	7	7
Economic Factors Influencing Career Opportunities	8	8
Career and Occupational Information	9	9

Implications of Statewide Assessment

Results of the statewide assessment provide objective information which is useful for suggesting areas for educational improvements. As a result of conducting the assessment and analyzing the data, there are several implications for improving education which should be considered:

- Those sub-categories in which the performance criterion was not met by at least 90 percent of the twelfth grade students are, by definition, areas of student need. Future program development efforts at the state, regional, and local levels should be directed toward reducing or eliminating these identified student needs. PRIORITY attention should be given to those sub-categories in which less than 75 percent of the twelfth graders displayed attainment.

- The assessment data have indicated areas of strength and weakness in student performance. School districts should examine existing career education programs in light of the assessment results to determine which learner outcomes are being emphasized and accomplished in the programs and which outcomes are not being mastered by students.

- As a result of the statewide assessment, school districts now have measurement instruments to use in the implementation and continuous renewal of an instructional system for career education. School districts should use the assessment results and the measurement instruments to gain more information to further their own data collection capabilities.

- Through the utilization of former development and demonstration funding, results are beginning to illustrate that students are acquiring some of the learner outcomes basic for career education. However, there are areas, generic to career education where testing indicates a significant gap between student accomplishment and expected attainment. Further funding, primarily designed for implementation, would permit more local education agencies to address the career education needs identified.

The complete report of the statewide assessment is available through the Texas Education Agency. A summary of the results is included in A Student Needs Assessment (1976). A copy of this report is provided with these materials.

PART IV

IMPLEMENTATION OF LEARNER OUTCOMES

Career Education Academic Achievement

Career education seeks to improve the teaching-learning process through the infusion of concepts into the existing school curriculum which are designed to develop in students the attitudes, behaviors and skills that are necessary for success in the world of work. These career education concepts or basic learner outcomes for career education should be taught as the present curriculum lends itself to such topics. However, it is not intended that career education subsume the traditional or normal content. When properly infused, it should enhance or heighten the relevancy of the present curriculum and therefore increase the student's motivation and comprehension. Teaching techniques reflecting infusion should make learning more appealing as they emphasize variety, a stimulus for learning, and the use of numerous resources within the community. Consistent with the adult world, a positive sense of accomplishment should be stressed in the classroom. Infused career education is a vehicle which should bring purpose to the classroom not only for the students, but for the teachers as well. The purpose of skill development and the acquisition of knowledge is constantly reinforced through the understanding of real world applications for such attainments.

Beacuse career education addresses many areas included in the affective as well as the cognitive domain, it is assumed the concept should be scope and sequenced in a spiral curriculum form including introduction, emphasis and reinforcement. Therefore a series of infused activities would be required to accomplish any given career education concept. By using this infusion method students should be able to comprehend the relationship between the material being taught in every classroom and the world of work. The students should be better prepared to plan their future activities after leaving school.

In two separate studies, the Texas Project has demonstrated the effectiveness of the career education infusion process at the classroom level. Selected fifth grade classes were involved in these studies, the teachers participated in career education staff development sessions and student achievement was measured using standardized achievement tests.

Career Education and Academic Achievement in Language Arts and Social Studies

During the 1974-75 school year a series of six workshops were conducted for districts interested in implementing career education. Consultants from Maryland's Prince George's County Public Schools and the Project personnel conducted staff development workshops and provided curriculum materials.

Fifth grade teachers from four elementary schools were selected to participate in the research study. A second group of students were tested for control purposes.

Two hundred twenty-six students were involved in the experimental fifth grade classrooms and one hundred twenty-two students were in the control classrooms. All of the students were pretested utilizing the Comprehensive Test of Basic Skills (CTBS). The teachers from the experimental classrooms participated in the career education staff development. Special emphasis was placed on language arts and social studies. Following approximately seventeen weeks of instruction the students were posttested utilizing the CTBS. The students were pretested with Form Q of the CTBS and posttested with Form R to avoid a testing effect.

Analysis of convariance was utilized for statistical purposes. The results of the testing showed statistically significant results favoring the experimental group on the subtests reading-vocabulary; language-mechanics and expression; and study skills-reference. Statistically significant results were also obtained on total reading scores, total language scores and on the total CTBS battery. Regression on some of scores could be due to the different forms of the tests. Both groups showed SOME regression but the experimental group WAS consistently less. Figure 2 presents the results of the testing.

Career Education and Academic Achievement in Mathematics

During the 1975-76 school year a second study was conducted infusing career education concepts into the mathematics curriculum at the fifth grade level. All of the students in the fifth grade classes in two elementary schools were selected to function as an experimental group, and the students in two different elementary schools were selected to function as a control group. Six staff development days were provided for the teacher participants in the experimental classrooms.

The mathematics portion of the *Comprehensive Test of Basic Skills,* Form Q, was administered as a pretest to the students in both the experimental and control groups in September, 1975. Analysis of the pretest data indicated that the mean scores for the control group were higher than for the experimental group. The teachers in the experimental schools expressed concern because their students were typically lower achievers than the students in the control group classrooms. Even though these groups were not accurately matched in terms of mathematics achievement the study continued.

Six teachers from the two experimental schools participated in

Figure 2

Mean scores and degree of change on pre- and posttest for experimental and control groups on Reading, Language, Study Skills, subtests and Total Battery, Comprehensive Test of Basic Skills

	Total Battery		Reading Total		Vocabulary	
	$\overline{X}$	Δ	$\overline{X}$	Δ	$\overline{X}$	Δ
Experimental (N=226)						
Pre-	172.21	10.57	56.28	-.17	27.19	-.05
Post-	182.78		56.11		27.14	
Control (N=122)						
Pre-	161.95	2.33	53.06	-3.08	26.02	-2.89
Post-	164.28		49.98		23.13	
Significance Level (P)	.001		.01		.001	
	Comprehension		Language Total		Mechanics	
Experimental						
Pre-	28.18	.80	52.91	6.46	16.14	3.40
Post-	28.98		59.37		19.54	
Control						
Pre-	27.04	-.19	51.43	2.03	15.81	1.12
Post-	26.85		53.46		16.93	
Significance Level (P)	N.S.		.001		.001	
	Expression		Spelling			
Experimental						
Pre-	17.60	2.83	19.32	.08		
Post-	20.43		19.40			
Control						
Pre-	17.50	.88	18.12	.03		
Post-	18.38		18.15			
Significance Level (P)	.001		N.S.			
	Study Skills		Reference		Graphics	
Experimental						
Pre-	30.94	4.07	10.98	2.62	19.95	1.46
Post-	35.01		13.60		21.41	
Control						
Pre-	29.79	2.05	10.97	1.11	18.82	.93
Post	31.84		12.08		19.75	
Significance Level (P)	.01		.001		N.S.	

the special staff development sessions. During these sessions the teachers received a thorough orientation to career education and the infusion process. At each session plans were made for classroom activities to be used in infusing career education into the teachers' lesson plans and reports as to the success of activities already tried out were made. Through this process ideas were shared and needed support materials provided by the consultants.

In both the experimental and control groups students were post-tested in March, 1976, with CTBS, Form R, to assess their development in mathematics skills. Analysis of covariance was utilized for statistical purposes. Even though the pretest scores indicated that the groups were not matched the pre- and posttest mean score differences recorded by the experimental group were higher than for the control group and a statistically significant different between the two groups existed in the subtest mathematics-application. Figure 3 presents the mean scores on the CTBS for the groups tested.

Figure 3

Mean scores and degree of change on pre- and posttest scores for experimental and control groups on mathematic achievement, Comprehensive Test of Basic Skills (CTBS).

	Computation		Application		Concepts		Total	
	$\bar{X}$	Δ	$\bar{X}$	Δ	$\bar{X}$	Δ	$\bar{X}$	Δ
Experimental								
Pre-	21.4	9.2	8.5	2.1	14.6	3.0	44.5	14.4
Post-	30.6		10.6		17.6		58.9	
N=118								
Control								
Pre-	26.3	7.4	10.4	.5	16.8	2.1	53.5	9.9
Post	33.7		10.9		18.9		63.4	
N=154								
Significance Level	N.S.		.01		N.S.		N.S.	

Conclusions

The two studies presented in this report were not conducted according to rigorous research designed criteria. Insofar as possible acceptable research procedures were followed, however, primary emphasis was placed upon career education infusion techniques throughout the program. The results of these studies reaffirm the belief that career education can make a difference in the academic achievement of students. Student achievement during these studies are attributable to the support provided by districts involved and the special efforts of the classroom teachers. These efforts might not prove to be practical for an entire school district, however similar small scale efforts should produce positive results.

The methodology utilized during these studies for infusing career education concepts into existing curriculum areas should help to allay the fears expressed by many educators regarding career education implementation. The students in the experimental groups progressed at a rate equal to or greater than those students in classes not utilizing career education in every academic area tested. Students identified as being lower achievers by both the teachers and by test scores achieved math skills as measured by the tests at a greater rate than the higher achieving control group. The teachers indicated satisfaction with infused activities as well as the results achieved by their students. The complete report of these studies is provided in the booklet, "Career Education and Academic Achievement in the Elementary School."

PART V

FURTHER EVIDENCE IN SUPPORT OF CAREER EDUCATION

There is increasing evidence across the nation that career education will work. Many successful efforts have been reported. Although at this stage in the history of career education, there is some variation across the country in the definitions and goals of individual career education projects, most career educators would agree that, as a common core, career education seeks to produce individuals who, when they leave school (at any age or at any level) are:

1. Competent in the basic academic skills required for adaptability in our rapidly changing society.
2. Equipped with a personally meaningful set of work values that foster in them a desire to work.
3. Equipped with career decision making skills, job-hunting skills, and job-getting skills.
4. Equipped with job specific occupational skills and interpersonal skills at a level that will allow them to gain entry into and attain a degree of success in the occupational society.
5. Equipped with a degree of self-understanding and understanding of educational-vocational opportunities sufficient for making sound career decisions.
6. Aware of means available to themselves for changing career options -- of societal and personal constraints impinging on career alternatives.

If we can agree that these six goals represent an important core, common to most definitions of career education, them the question becomes: "What Proof Do We Have That Career Education Can Attain These Goals?" Presented here are some examples of the kind of evidence which can be arrayed in regard to each goal.

Goal 1: Competent in the Basic Academic Skills Required for Adaptability in Our Rapidly Changing Society

Attainment of this goal is found in a 1974 report by Dr. LeVene A. Olson of Marshall University in West Virginia. The report is entitled "A Study of Elementary and Secondary Career Education in Lincoln County." Dr. Olson reports that in the 1971-72 school year, 2,436 students were enrolled in grades 1 through 6 in the public school system of Lincoln County, West Virginia. At that time, 1,549 of these students were not involved in career education activities, while 887 students were involved. Dr. Olson's study dealt with randomly selected students from both groups. The study included 205 control students who were not involved in career education and 240 experimental students who were involved in career education. The California Achievement Tests were administered to both the control group and the experimental group in a pre-test and post-test design. A procedure was used which provided the adjusted post-test means, using the pre-test as a co-variate. It was found that the adjusted post-test means for the experimental group were 11 percent higher than the adjusted post-test means for the control group on language achievement. It was also found that the adjusted post-test means for the experimental group were 24.5 percent higher than the adjusted post-test means for the control group on mathematics achievement. Thus it is evident that the career education program in Lincoln County was more successful in developing student competence in the basic academic skills of the language arts and mathematics than was the regular program into which career education had not been infused.

Further evidence in regard to Goal 1 is found in a June 1976 report submitted to the U.S. Office of Education by the Board of Education of Newark, New Jersey. This document represented the final report of USOE Grant No. G007502350. This document reports on a study of 237 elementary pupils who were involved in a career education program in grades 2 through 6 in the Newark Public Schools. In this study, the Metropolitan Achievement Test (total math score) was used. To determine if the achievement score growth exceeded what would have occurred due to normal (non-career education program) classroom instruction, pre-test scores were adjusted using the Bond Singer method developed by the New York State Education Department. In grades 2, 4, and 5, these pupils who were involved in the career education program achieved actual post-test scores which were significantly higher than the predicted post-test scores. In grade 3, the actual post-test scores fell significantly below the predicted scores, while in grade 6 there was no significant difference between actual and predicted scores. Thus, the career education program appears to have had a significant impact on increasing math achievement test scores in grades 2, 4, and 5.

Evidence in relation to Goal 1 is also found in a June 1976 report submitted to the U.S. Office of Education by the Indiana State Department of Public Instruction. This document represented the final report of USOE Grade No. G007502396. The document reports, among other activities, on a special career education program developed in a local school district, the Lakeland School Corporation. This special career education program was provided to approximately

40 eleventh grade students who exhibited hard core reading problems. All of these students had histories of repeated failures and the expected concurrent negative attitudes toward anything viewed as "academic." A teacher and an instructional aide were able to achieve dramatic reversals in attitudes and skill increases by using a variety of career-related instructional approaches, including guest speakers and career information filmstrips. The results of this activity were so encouraging that the local school board is now maintaining the program as a continuing activity, supported entirely with local money.

Goal 2: Equipped With a Personally Meaningful Set of Work Values That Foster in Them a Desire to Work

Evidence that career education can make progress in the attainment of this goal is found in a study conducted in Bismarck, North Dakota by Development Associates, Inc. The study is reported in a document submitted to the U.S. Office of Education by Development Associates, Inc. under Contract No. OEC-0-73-6663. The study concerns a career education program which was developed in the Bismarck Public Schools over a 3-year period, from June 1970 to June 1973. At the end of the 3-year period, Development Associates' staff administered the Attitude Scale of the Career Maturity Inventory to sixth grade and ninth grade pupils who had participated in the career education program and to sixth and ninth grade pupils who had not participated in career education. At the sixth grade level, scores were obtained from 34 randomly selected non-participating students. It was found that the participating students at the sixth and ninth grades demonstrated significantly more positive attitudes toward work, as measured by the Attitude Scale of the Career Maturity Inventory, than did the students who had not participated in the career education program.

Development Associates, Inc. conducted a similar study in the public school system of Lincoln County, West Virginia, at the end of the first three years of Lincoln County's career education program. It was found that sixth grade students who participated in the career education program, as well as twelfth grade students who received project-sponsored career counseling, demonstrated significantly more positive attitudes toward work, as measured by the Attitude Scale of the Career Maturity Inventory, than did sixth and twelfth grade students who had not participated in the career education program. At the sixth grade level, the study involved 30 randomly selected participating students and 29 randomly selected students who were not participants in the career education program. At the twelfth grade level, the study involved 31 randomly selected students who had participated in the project-sponsored career counseling, and 58 randomly selected non-participating students.

Further evidence in relation to Goal 2 is found in a June 1976 document submitted to the U.S. Office of Education by the Southwest Vermont Supervisory Union; this document constitutes the final report for USOE Grant No. G007503731. This document reports on a study to measure work value development utilizing Dr. Donald E. Super's "Work Values Inventory." This instrument assesses 15 work values. In the study, 112 sixth grade students were pre-tested and post-tested, and compared with national norms. It was determined that, during the 1975-76 school year, significant positive work value development took place for the 112 sixth grade students. The students made positive gains in all 15 of the work values identified by Dr. Super. At the beginning of the school year, the students were below the national norms on all 15 work value scores. By the end of the school year, they were below the national norms on only 5 of the scores; they had exceeded the national norms on 10 of the 15 scores.

Evidence in relation to Goal 2 is also found in 2 studies reviewed by B. W. Tuckman and J. A. Carducci in their report entitled _Evaluating Career Education: A Review and Model_. One of these was a study reported by Ovard in 1973, concerning sixth grade students in Utah. This study utilizing Chi Square Analysis, found that the sixth grade students involved in career education showed favorable change in attitude toward work. The other study cited by Tuckman and Carducci was reported by Young in 1971 and dealt with students in grades 1-8 in New Orleans. The study utilized the Attitude Toward Work Inventory. A t-test indicated a significant positive gain for the students in grades 1-8.

Goal 3: Equipped with Career Decision-Making Skills, Job-Hunting Skills, and Job-Getting Skills

Evidence that career education can successfully address this goal is found in a 1975 report from the Pima County School System in Arizona entitled: "Summary Evaluation Report of Career Education." This report states that a t-test comparison of means for junior high school students having more exposure to career education with students having low exposure yielded statistically significant differences (.001) in the high exposure group's greater ability "to recognize and demonstrate the decision-making skills associated with various occupational roles."

Furthermore, a 1975 Arizona document prepared by Behavioral Research Associates and entitled: "Cochise County Career Education Project" states that a t-test comparison demonstrated that secondary students with high exposure to career education were more knowledgeable (statistically significant at .001) about decision-making skills than were secondary students with low exposure to career education.

Additional evidence in relation to this goal is provided in a June 1976 document submitted to the U.S. Office of Education by Maine School Administrative District #51 in Cumberland Center, Maine. This document represented the final report for USOE Grant No. G007502238. The report describes a study involving 18 experimental students who were enrolled in a ninth grade English class into which career education had been infused, as well as 20 students enrolled in a comparable ninth grade English class into which career education was not infused. Scores on the Decision-Making Skills Scale of the Careers Orientation Battery, Form 912, were obtained from both classes at the end of the school year in May of 1976. The mean for the experimental class was 10.22 (standard deviation: 2.24). The mean for the comparison class was 8.40 (standard diviation: 2.37). The difference of means (1.82) was significant at the .005 level of confidence. The results indicate that the experimental teacher's infusion of career education oriented activities into the English instruction resulted in significant growth for the experimental students in regard to career decision-making skills.

Evidence in regard to career education's success in improving the job-getting skills of students is found in a study reported by Robert Rochow of the local school district in Pontiac, Michigan. In the Pontiac study, 30 high school students were provided with special instruction designed to improve their job-getting skills. A matched control group of similar students was established, and the control group received no special instruction in regard to job-getting skills. All 60 of the students were then interviewed by corporate personnel hiring managers in Pontiac. The personnal managers had no knowledge as to which students were in the experimental group and which were in the control group. The managers were simply asked to select from the 60 youngsters those whom the corporation would hire. Of the students selected for hiring in this simulated exercise, it was found that nine out of ten were from the experimental group that had received speical instruction in job-getting skills. This indicated, at the .005 level of confidence, that the experimental students who had been instructed in job-getting skills had a much greater chance of being selected for employment than did the control group of similar youngsters who had not been provided with the special instruction.

Goal 4: Equipped with Job Specific Occupational Skills and Interpersonal Skills at a Level that will Allow Them to Gain Entry into and Attain a Degree of Success in the Occupational Society

Evidence indicating career education's ability to progress toward this goal is found in a study conducted by Development Associates, Inc. in Jones County, Mississippi. The study involved a career education program which had been developed over a 3-year period in the Jones County Public School System. At the end of the 3-year period, Development Associates' staff obtained scores on a scale assessing job readiness knowledge and a scale assessing job readiness attitudes from students at the sixth, ninth, and twelfth grade levels who had participated in the career education project as well as students from the same grade levels who had not participated in career education. At the sixth grade level the study included 34 randomly selected participating students and 35 randomly selected non-participating students. At the ninth grade level, the study included 31 randomly selected participating students and 30 randomly selected non-participating students. At the twelfth grade level, the study included 30 randomly selected students who had participated in project-sponsored work experience activities and 17 randomly selected non-participating students. It was found that the participating students at the sixth, ninth, and twelfth grade levels scored significantly higher on the scale assessing job readiness knowledge than did the non-participating students. It was also found that the participating students at the sixth and twelfth grade levels scored significantly higher than non-participants on the scale assessing job readiness attitudes.

Development Associates, Inc. conducted a similar study at the end of the first three years of the career education program in Lincoln County, West Virginia. This study involved randomly selected groups of about 30 students each representing participants and non-participants at the sixth, ninth, and twelfth grade levels. It was found that the participating students at the sixth and twelfth grade levels scored significantly higher on the scale indicating job readiness knowledge than did the students who had not participated in the career education program. It was also found that participating students at the ninth and twelfth grade levels scored significantly higher than non-participating students on the scale assessing job readiness attitudes.

Goal 5: Equipped with a Degree of Self-Understanding and Understanding of Educational-Vocational Opportunities Sufficient for Making Sound Career Decisions

Evidence of career education's effectiveness in attaining this goal is found in the 1974 report by Dr. LeVene A. Olson of Marshall University which was referred to under Goal 1. Dr. Olson's study, which was conducted during the 1971-72 school year, dealt with 205 randomly selected control students who were not involved in career education and 240 randomly selected experimental students who were involved in career education, with both groups being drawn from the 2,436 students who were enrolled in grades 1 through 6 in the public school system of Lincoln County, West Virginia. A locally constructed "Occupational Awareness Test" was administered to both the control group and the experimental group in a pre-test and post-test design. A procedure was used which provided the adjusted post-test means for occupational awareness using the pre-test as a covariate. It was found that the adjusted post-test means for the experimental group were 18 percent higher than the adjusted post-test means for the control group on the Occupational Awareness Test.

Development Associates, Inc. has also reported findings from a study conducted at the end of the first three years of the career education program in Lincoln County, West Virginia. The Development Associates study involved randomly selected groups of about 30 each representing participating students and non-participating students at the sixth, ninth, and twelfth grade levels demonstrated significantly greater familiarity than non-participating students with the tasks and functions associated with selected occupations, as measured by Part 2 of the Competency Test of the Career Maturity Inventory. In addition, participating students at the sixth, ninth, and twelfth grade levels demonstrated significantly greater familiarity than non-participating students with the requisites associated with selected occupations, as measured by Parts 3 and 4 of the Competency Test of the Career Maturity Inventory.

Development Associates, Inc. conducted a similar study in the public school system of Jones County, Mississippi, at the end of the first three years of that county's career education program. Again, the study involved randomly selected groups of about 30 each representing participating students and non-participating students at the sixth, ninth, and twelfth grade levels. It was found that the participating students at the ninth and twelfth grade levels were able to name a significantly greater number and variety of occupations than non-participating students. It was also found that participating students at the sixth and ninth grade levels demonstrated significantly greater familiarity than non-participating students with the tasks and functions associated with selected occupations, as measured by Part 2 of the Competency Test of the Career Maturity Inventory. In addition, it was found that participating students at the ninth and twelfth grade levels demonstrated significantly greater familiarity than non-participating students with the requisites associated with selected occupations, as measured by Parts 3 and 4 of the Competency Test of the Career Maturity Inventory.

In a similar study in the public school system of Bismarck, North Dakota, Development Associates again involved randomly selected groups of about 30 students each representing participating students and non-participating students at the sixth, ninth, and twelfth grade levels. It was found that the participating students at the sixth, ninth, and twelfth grade levels were able to name a significantly greater number and variety of occupations than non-participating students. Also, participating students at the sixth and ninth grade levels demonstrated significantly greater familiarity than non-participating students with the tasks and functions associated with selected occupations, as measured by Part 2 of the Competency Test of the Career Maturity Inventory. In addition, participating students at the sixth and ninth grade levels demonstrated significantly greater familiarity than non-participating students with the requisites associated with selected occupations, as measured by Parts 3 and 4 of the Competency Test of the Career Maturity Inventory.

A study at the level of the second grade was conducted by the Northwest Tri-County Intermediate Unit in Edinboro, Pennsylvania. This study was reported in the June 1976 final report which the Tri-County Intermediate Unit submitted to the U.S. Office of Education under USOE Grant No. G007502398. The study dealt with 15 experimental students who had been involved in career education activities, and 15 control students who had not been involved. A locally-developed evaluator-administered individualized career knowledge test was given to the students. The results showed the experimental group mean of 17.67 to be significantly higher at the .05 level of confidence than the control group mean of 11.87.

The New York State Education Department, in its June 1976 final report for USOE Grant No. G007502353, reports on a study involving seventh and eighth grade students in a small rural school district, the Spencer-VanEtten Central School District. The design for the study was a post-test only, with controls. In this study, a special career guidance course was presented to experimental groups of students at the seventh and eighth grade levels. A post-test concerned with self-concepts, self-knowledge, and values, and how these things affect career choices was given to seventh grade students (25 experimental and 49 control) and to eighth grade students (21 experimental and 50 control). At both grade levels, the differences in scores between the experimental students and the control group students were statistically significant at the .01 level, with the experimental students scoring higher.

Unified School District #250 of Pittsburg, Kansas, in a 1975 evaluation report, describes a study which dealt with 200 students randomly selected from six elementary schools that were involved in career education as well as a group of control students not involved in career education. Both the experimental career education students and the control students were drawn from grade 3 and grade 6. The Self Observation Scales were the instruments utilized in the study. At grade 3, out of 18 possible comparisons, the career education students exceeded the national norm and exceeded the average percentile score of the control group in 12 cases. At grade 6, out of 30 possible comparisons, the career education students exceeded the national norm in 24 cases and exceeded the average percentile score of the control group in 28 cases.

A 1973 doctoral dissertation submitted to Kansas State Univeristy by Stanley Dee Greene reports on a study in Santa Barbara, California, involving students in grades 7 through 12. In this study, 50 students were randomly selected at each grade level (7-12) from both experimental schools which were involved in career education and control schools which were not involved. A total of 531 students were pre-tested in September of 1972 and post-tested in May of 1973. The Career Maturity Inventory and a locally-prepared Occupational Information Survey were used. The effects of the career education program were found to be quite large. The mean difference on the measures used ranged from 0.47 to 0.97 of a standard deviation of the gain scores. On the basis of this comparison of scores of the experimental and control groups, it was concluded that the career education program was effective at all six grade levels tested and that it was equally effective for both sexes.

The Board of Education of Newark, New Jersey, in its June 1976 final report for USOE Grant No. G007502350, has reported on a study involving students in grades 4 to 6. During the early fall of 1975, and again in the late spring of 1976, 314 students in 21 classes in 11 schools which were participating in the career education program were given a career awareness test. In every class tested, the students scored significantly higher at the end of the year than at the start. Unfortunately, no control group scores were reported for students not involved in career education activities, so it is not possible to assess the gains made by the career education students in relation to gains which might be expected to occur normally in non-participating students.

Mention should also be made of several studies which were reviewed by B. W. Tuckman and J. A. Carducci in their report entitled Evaluating Career Education: A Review and Model. Tuckman and Carducci mention a 1973 study by Sims in Cleveland, Ohio involving fifth and sixth grade students. When a job information questionnaire was administered, analysis of variance indicated that the students in the career education schools had acquired more job information than students in the control schools which did not participate in the career education program. Tuckman and Carducci also cite a 1974 study by Warren in Kansas, which utilized the Career Maturity Inventory at grade levels six through eight. A t-test indicated significant differences in mean scores in favor of the career education group.

A further study reviewed by Tuckman and Carducci was one in Alameda County, California, reported by Bariolo in 1972. This study utilized the Occupational Information Survey at the elementary school level. A t-test indicated greater gains for the career education students than for the control students.

A study at the third grade level was conducted at the Cumberland Elementary School in Maine. This study was reported in the June 1976 final report for USOE Grant No. G007502238, which was submitted to the U. S. Office of Education by Maine School Administrative District #51. The study involved 21 experimental students enrolled in a third grade classroom in which the teacher had developed a career-oriented instructional program, as well as 22 comparison students enrolled in a third grade classroom in which the teacher provided a traditional subject-matter oriented instructional program. The Careers Orientation Battery, Form 24, was administered to both groups of students in May of 1976. Differences between the scores of the two groups were found to be statistically significant at the .005 level of confidence on the Self Esteem Scale of the Careers Orientation Battery and at the .05 level of confidence on the World of Work Scale of the Battery. It was concluded, therefore, that the experimental teacher's infusion of career-oriented activities into the instructional program resulted in significant measured growth for the experimental students in developing positive attitudes toward themselves and in developing awareness of the requirements for and the nature of various jobs.

A study at the high school level is also reported in this same June 1976 final report from Maine School Administrative District No. 51. The high school level study involved 18 experimental students enrolled in a ninth grade English class into which the teacher had infused career education concepts, as well as 20 comparison students enrolled in a ninth grade English class which did not utilize career-education-oriented approaches. The Careers Orientation Battery, Form 912, was administered to both the experimental and the comparison classes in May of 1976. Differences between the scores of the two groups were found to be statistically significant at the .05 level of confidence on the Technology Scale, the Attitude Toward School Scale, and the Nature of Jobs Scale of the Careers Orientation Battery. It was concluded, therefore, that the experimental teacher's infusion of career-education-oriented activities into the English class resulted in significant growth for the experimental students in understanding of the impact of technology on their lives and in awareness of the nature and requirements of jobs. It was also concluded that the experimental students viewed school as more satisfying and relevant to their personal needs than did the comparison students.

Goal 6: Aware of Means Available to Themselves for Changing Career Options -- Of Societal and Personal Constraints Impinging on Career Alternatives

Evidence of the effectiveness of a career education program in relation to this goal is found in the June 1976 final report which was submitted by the Board of Education of Newark, New Jersey under USOE Grant No. G007502350. The project which was supported by this USOE grant had a specific objective to "utilize career education to improve high school student perception of his/her ability to control their own lives." The Nowicki-Strickland

Locus of Control Scale was administered to 69 students in the fall of 1975 and again in the spring of 1976. The difference between the pre-test and the post-test scores indicated that these students who were involved in the career education project increased significantly in their self-perceived ability to control their own lives.

Additional Indicators of Success

Efficacy Papers of Career Education were prepared for the National Advisory Council for Career Education in 1976. These papers were commissioned to assess, monitor, and report upon the condition of career education as a reform movement in the United States, and to serve as a basis for developing legislation. The results of this effort were submitted to this committee last year.

The Texas Project has disseminated many of its products to the majority of states upon a request basis. Mississippi and Arkansas have initiated needs assessment efforts on a statewide basis utilizing the *Career Education Measurement Series* developed by the project. Such dissemination efforts are significant of the continued demand for career education among many communities, and of the present efficacy of the concept.

Conclusions

Based on the information presented in this testimony, it appears reasonable to reach the following conclusions:

1. Based on the findings of public opinion surveys, there is evidence that the majority of the public supports the inclusion of career education concepts in the school curriculum.
2. Based on career education needs assessment data, there is evidence that many students leaving the nation's schools are not adequately developed in terms of the concepts basic to career education.
3. Based on improved standardized achievement test scores, there is evidence to support the thesis that the infusion of career education concepts can bring added meaning and purpose to the existing curriculum for students involved in the educational process.

Recommendation

The following recommendation is based on the conclusions reported above:

> It is appropriate and timely for the United States Congress to move career education into an implementation mode by authorizing and appropriating sufficient monies to make House Resolution #7, The Elementary and Secondary Career Education Act of 1977, a reality for the students of America.

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Chairman **Perkins**. You may proceed any way you want. If you want to read it, fine. All right.

Dr. **Arterbury**. We in the career education movement do feel that it is time to move out of a demonstration mode and try to move into an implementation mode, and we support very strongly your House Resolution No. 7.

In supporting this legislation this morning, I am going to try to answer three very basic questions. One: Is there evidence that the majority of the public at large supports the inclusion of career education concepts into the school curriculum?

Two: Is there evidence that many students leaving the Nation's schools are not adequately developed in terms of the concepts basic to career education?

And, three: Is there evidence to support the thesis that the infusion of career education concepts can bring added meaning and purpose to the existing curriculum for students involved in the educational process?

One of the things that we found in 1972 when we were challenged with assessing career education was that we were not exactly sure what career education really was. We had some difficulty in evaluating the definitions that were in existence at that time.

In an attempt to come up with a definition and optional definitions, we went to the people of Texas and asked them what attitudes, skills, behaviors, and knowledge should a 17-year-old student possess upon leaving high school. We held open-ended conferences in which we asked them to give us their suggestions. We tried to make a compilation of all discrete statements out of these open-ended conferences, and we in turn put all discrete statements into survey forms which we took across the State and validated with some 6,000 people.

Of the 279 statements that we took to them, 177 were voted as being basic for all students. We refer to these as basic learner outcomes for career education.

If it is possible, I would like to enter this document into the record.

[The document referred to placed in subcommittee files.]

Dr. **Arterbury**. Once it was determined that the public did indeed want these basic learner outcomes to be a part of the public school curriculum, we found that we did not have instruments to measure whether or not students knew these things.

So we entered into a contract with Westinghouse Learning Corp. and over a period of about 2½ years developed what we call the "Texas Career Education Measurement Series" and I would like to enter a copy of that in the record.

[The document referred to placed in subcommittee files.]

Dr. **Arterbury**. Subsequent to that, we went out across Texas using a sampling technique and surveyed some 27,000 students in the State of Texas. We found in this assessment that of 26 subcategories the students were able to master only 5 of these subcategories, leaving 21 not mastered.

We feel that we need additional funds. We need an additional program to directly address these needs. In addition to that, we were very interested in knowing whether or not career education could make a difference in bringing relevance and meaning to the classroom.

In 1973, we went into seven different school districts and selected a sample of approximately 335 to 40 students and gave the comprehensive test of basic skills. After 17 weeks infusing career education into the curriculum, we posttested the students and we found that the experimental group did better in all cases. They did significantly better on the total battery of comprehensive tests in basic skills.

We included in that reading, language, and study skills. We did not include mathematics. So the following year we went back with the study in which we addressed only students in mathematics and, here again using the comprehensive test of basic skills, we were able to get a significant difference in the application of mathematics on the test and in every situation the students did better in the experimental group than in the control group.

We feel quite confident that these kinds of studies—and there are numerous additional studies across the Nation that are included in my written testimony—indicate to us that career education indeed can bring relevance and meaning to the classroom.

Based on our findings and our work, Mr. Chairman, we feel that there is evidence that the majority of the people support this. We feel that there is also evidence, based on our needs and assessments of 27,000 students, that many students do not possess these attitudes, skills, and behaviors, and we also feel confident, based on our studies, that standardized achievement tests can be infused with career education.

For this reason we would like to recommend that House Resolution No. 7 be authorized and money appropriated to make this act a reality.

Thank you, Mr. Chairman.

Chairman PERKINS. Let me compliment you on your testimony.

Mr. Quie and I have discussed this subject matter and we are jointly sponsoring the legislation along with many other Members. We intend to move the legislation as rapidly as we can after reasonable hearings are afforded to all interested parties.

I will call on Congressman Mottl.

Mr. MOTTL. No questions, Mr. Chairman.

Chairman PERKINS. Do you want to ask questions, Mr. Kildee?

Mr. KILDEE. No questions at this time, Mr. Chairman.

Chairman PERKINS. Mr. Radcliffe, do you have any questions?

Mr. RADCLIFFE. No questions.

Chairman PERKINS. Thank you, Dr. Arterbury, for coming this long distance to testify.

Dr. ARTERBURY. It is certainly our pleasure.

Mr. KILDEE. In Michigan, we have a Career Education Act. I was cosponsor of that act. For awhile in Michigan there was some confusion since career education seemed to emanate out of voc-ed but is broader than voc-ed. It is sort of an umbrella for all education.

Have you experienced in your State or other States any problems in inservice training teachers as to understanding what career education really is?

Dr. ARTERBURY. Yes, sir, we have. I think that is a very common problem and, I think, it is not only in Michigan, not only in Texas.

I have held staff development and workshops in other parts of the country and this is a common problem.

I think one of the things, though, is that time is on our side, and over a period of time people have come to understand what we mean by infusion and, I think, that there is two things we are trying to do. One thing we are attempting to do is to actually teach some new concepts. The other thing we are attempting to do is to thread those concepts or infuse them, integrate them—whatever word you choose—into the curriculum in such a way we bring relevance to the curriculum, and I am constantly reminded of the fact that my brother was in vocational education and he spent 6 weeks learning to square a board and that can be a very meaningless activity.

We are trying to bring meaning to that aspect of vocational education and, I think, that many people are in vocational education and they do not know why. Many students are in English and they do not know why, and we are saying that this concept will bring purpose, maybe not only for the student but also the teacher.

I think that is the thing—once the teachers understand that concept, the inservice training seems to go much smoother, but we do have a problem.

Mr. KILDEE. I am a teacher, taught school for 10 years in Michigan and, I think, there are two areas, inservice education and preservice. Really the training institutions—I risk offending some people here, but I say it as a positive comment—have not always led in the innovative programs in education.

It is not all of them, but many do not reflect what goes into education. I think the pretraining service, the whole concept should go into education.

Dr. ARTERBURY. I would agree with that, but I would say in defense of higher education most of the moneys for career education have been focused at the elementary and secondary level. I do not think there is any question that the elementary and secondary schools have led out in this particular movement.

On the other hand, there has been little motivation in the form of moneys to move out in higher education in this direction.

Mr. KILDEE. Thank you.

Chairman PERKINS. Mr. Blouin.

Mr. BLOUIN. No questions at this point, Mr. Chairman.

Chairman PERKINS. Any questions, Mr. Goodling?

Mr. GOODLING. No questions.

Chairman PERKINS. We are waiting for Dr. August Steinhilber from the National School Boards Association. The other witness canceled out, Dr. David Cohen, professor of education and social policy, Harvard University.

Dr. Steinhilber has been with the National School Boards Association for many years and is well-respected by the committee. He has always worked for the good of the Nation as far as better education is concerned.

We are delighted to welcome you here, Dr. Steinhilber. You may proceed in any way you prefer this morning.

Without objection, your prepared statement will be inserted in the record.

[The prepared statement of Dr. August Steinhilber follows:]

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TESTIMONY ON BEHALF OF THE

NATIONAL SCHOOL BOARDS ASSOCIATION

on

ELEMENTARY AND SECONDARY CAREER EDUCATION ACT OF 1977

before the

Subcommittee on Elementary, Secondary and Vocational Education

U. S. House of Representatives

Presented by

August W. Steinhilber
Assistant Executive Director
Office of Federal Relations

Mr. Chairman, I am pleased to have this opportunity to testify before the Subcommittee on the subject of career education. For the record, my name is August W. Steinhilber, and I am the Assistant Executive Director for Federal Relations of the National School Boards Association. The National School Boards Association is the only major education organization representing school board members -- who are in some areas called school committees or school trustees. Throughout the nation, approximately 100,000 of these individuals are Association members. These people, in turn, are responsible for the education of more than ninety-five percent of the nation's public school children.

Currently marking its thirty-eighth year of service, NSBA is a federation of state school boards associations, with direct local school board affiliates, constituted to strengthen local lay control of education and to work for the improvement of education. Most of these school board members are elected public officials. Accordingly, they are politically accountable to their constituents for both education policy and fiscal management. As lay unsalaried individuals, school board members are in a rather unique position of being able to judge legislative programs, including career education, purely from the standpoint of public education, without consideration to their personal professional interest.

Association policy is determined at the NSBA annual convention at which representatives from across the nation translate policies and resolutions into ongoing programs.

NSBA Policy

Turning to career education, I would like the Committee to know that the National School Boards Association is a strong supporter of the concept of career education. At our 1976 national convention, the Delegate Assembly reaffirmed its support of Resolution 4.3.3, "Comprehensive Career Education." Our resolution states, in part, that "school programs should expose students continuously to the nature of a wide variety of careers in the world of work." We are, therefore, quite pleased to see a dialogue beginning on a federal career education proposal, and we could support H.R. 7 subject to some reservations we have about various funding and organizational aspects proposed in H.R. 7. These reservations are outlined below.

Summary of Concerns

First, we believe that a five year authorization period is too short -- especially for those districts who may not apply for funding during the first year. Second, school districts would probably prefer a forward-funded, as opposed to advance-funded, program which would allow more flexibility in local decision-making -- especially if authorizations are not expected to last for more than five years. Third, we are opposed to categorical set-asides, such as the minimum 15% set-aside for guidance and counseling, which tend to detract from local decision-making in program design and implementation. Fourth, we are concerned about lack of specificity in the definition of "equitable funding criteria", and we suggest that language be added to this section. Fifth, we object to unnecessary federal control over state educational policies, structure, and staffing. Sixth, we believe the organization of the federal Career Education office should be modified. Seventh, we object in concept to private school participation. Eighth, our support for H.R. 7 should be viewed within the context of our desire to achieve federal program consolidation and a deregulation of categorical program requirements.

Permanent Authorizations

With regard to funding, we seriously question whether the five year "phase-out" approach is a sufficiently strong enough incentive for local districts within a state to maintain ongoing programs. In addition, the limited time frame on authorizations would tend to discourage participation by those districts which did not receive funding during the first year of the five year period. Given the effects of inflation on the current financial plight of our nation's schools and the already strained local tax dollar, we fear that the average school budget may not be able to assume the entire cost of its career education activities within the three year phase-out period. Most districts are hesitant to begin new educational programs if funding is likely to run out in a few years. We suggest that the authorizations be of a more permanent nature and be renewed periodically in the same manner as most other federal education programs.

Forward Funding

With regard to providing local districts with prior notice of appropriations through the advance funding of the program, school districts would be afforded much greater certainty of funding levels and increased local program flexibility through forward funding -- especially if the federal involvement is not anticipated to exceed five years. If H.R. 7 were a forward-funded program school districts could, from the outset, make a five year plan involving that mixture of federal, state and local funding which would best suit local conditions. A federally imposed three year funding phase-out may be less acceptable to some districts than a five year state matching grant arrangement in which the same percentage of federal funds could be used over the entire five year period.

Set-Asides

Concerning the various set-aside provisions in the bill, our Association would have no problem supporting section 8(b)(1) which reserves a maximum of five percent for state department staff salaries and the costs of reviewing the state plan and also reserves a maximum of ten percent for state leadership activities. We strongly endorse the provision of section 8(b)(1) which mandates that 85% of the state allotment be distributed directly to local educational agencies for the costs of their career education expenditures.

However, we are concerned with assurance (7) in section 5 which would require a minimum of fifteen percent of local funding be used for "comprehensive career guidance, counseling, placement, and follow-up." We are especially concerned because this requirement dictates, at least in part, a certain delivery system for career education services. The position of our Association, as expressed in Resolution 4.3.3, is that career education "should be woven into existing curriculum, especially in the early grades." However, for the purposes of local flexibility, we prefer not to suggest a required minimum level of federal funding be directed toward career education curriculum in the primary grades. But, by the same token, we also feel it is inappropriate for the federal government or any other interested group to suggest required funding for any particular method of delivering career education services. We strongly believe that the design of any federally funded career education activity should emanate from local decision-making rather than federal requirements.

Funding Distribution Criteria

With regard to section 7(b) concerning the distribution of funds within a state, we feel that the phrase "equitable distribution criteria" should be made more specific. For instance, should the state consider such factors as economically depressed areas, areas with high rates of youth unemployment, and areas with concentrations of educationally disadvantaged youth. Should the state also take into consideration the amount of existing career education and vocational education activity and favor those districts who have a need for such activities but no existing facilities or programs? As subsection 7(b) is currently worded, our Association would have difficulty marshalling support for this bill among our constituency. School board members, before supporting such a bill, would want to feel more assured that the state department has taken into account all of the various factors which would contribute to an equitable distribution criteria.

Unnecessary Federal Control

Turning to the organizational aspects of the bill, we question the implications for local districts of federal requirmements imposed on the internal policies, structure, and staffing of the state agency. For instance, under section 5, concerning assurances, the state board of education must adopt a policy stating that career education is of "prime importance" to elementary and secondary education within the state. We question the necessity of this requirement and the precise meaning of the phrase "prime importance". Our Association does not fully understand the implications of such a policy statement with regard to local district relationships with the state agency. Would such a statement imply, or require, that each local school board in the state would abide by, or in turn adopt, a similar policy statement mandating prime importance to career education? The implications of this requirement would have to be determined before we could endorse such a provision.

Another example of possibly unnecessary federal requirements, again in section 5, is the federally mandated job description of the state coordinator for the career education program. In addition, even the staff of the state coordinator is mandated to include at least "one professional trained in guidance and counseling". We also question why assurance (4)(B) in section 5 mandates the organizational structure into which the state career education coordinator must fit. At present, we see no compelling reason for including all these requirements in the proposed legislation.

Federal Career Education Activities

We note that section 9 would empower the Office for Career Education in OE to administer the programs authorized by H.R. 7. While we believe it is appropriate for the Career Education office to assume this responsibility, the organization of such office (mandated by section 406 of P.L. 93-380) should be reviewed. As part of the "special projects" provision, the Career Education office reported directly to the Commissioner. This arrangement may be necessary during the initial stages of a developing program. However, we question why the director of the federal Career Education office would continue under the provisions of H.R. 7 to report directly to the Commissioner even after assuming major program responsibility. The directors of Title I and the Impact Aid programs for instance, do not have direct access to the Commissioner -- nor should they consult the Commissioner on the day to day operation of their programs. Similarly, we question whether the director of the Career Education Office should report directly to the Commissioner.

With regard to the duties of the federal Career Education office, section 9(a)(3)(B) and (E) refer to providing "national consensus" career education policy statements and "consensus learner outcomes" for career education. While it is imperative for the federal government to play a leadership role in encouraging the development of career education programs in the states, we feel it is inappropriate for the federal level to engage in any activities which would tend to establish national program criteria on local school district career education programs.

Non-Public Schools

The provision for participation by private school students gives rise to our philosophical objections to federal aid for private school purposes. The Committee is aware of our views opposing federal aid to private schools or their students. We recognize that the Thompson-Meeds compromise language from Title IV of P.L. 93-380 was included as an attempt to reach a viable political solution to a longstanding problem. However, we still state our objection to private school participation, and we may at some point raise specific objections to the Thompson-Meeds language.

Another Categorical Program

Our support for the concept of career education programs must be put into the context of our desire to achieve federal program consolidation. School districts already feel the often dysfunctional constraints of excessive categorical program requirements. Our support for career education should be viewed in terms of eventual program consolidation. For instance, we would strongly support raising any "trigger" for consolidation which would factor in the amount of authorizations included for career education. In addition, we feel that career education activities ought to be permissable expenditures for any consolidation or block grant program.

Conclusion

In conclusion, the National School Boards Association supports increased federal leadership in the area of career education. Given the thoroughness with which this Committee studied this matter last year, we hope that the members share our position that the time is ripe for legislation. In this regard, we are prepared to support H.R. 7 subject to the operational concerns which we have raised today.

Again, Mr. Chairman, I wish to thank you for this opportunity to testify.

STATEMENT OF DR. AUGUST STEINHILBER, NATIONAL SCHOOL BOARDS ASSOCIATION

Dr. STEINHILBER. Thank you, Mr. Chairman. I appreciate the opportunity to appear here before this committee. With a new Congress, it is always a pleasure.

I would like to speak this morning with respect to H.R. 7 in particular and in general comments with respect to career education. As you well know, the National School Boards Association does represent approximately 100 locally elected and appointed school boards throughout the United States. These public officials are just that, public servants, and their concern for education is not directly linked to any personal financial gain but is really related to the education of children.

The National School Boards Association does have a resolution which passed in the 1976 convention in which we specifically endorse the idea of a comprehensive career education and, therefore, we are in support of assistance, financial assistance in the field of career education.

I would contend, however, we have some very serious concern with respect to H.R. 7 and the manner in which it is set up. I think we start off with a little bit of concern with respect to the term of the 5-year phase-out approach. Given a 5-year phase-out approach, we do have a question: Wherein, are we developing an expectation that cannot be accomplished, or to say in another way, if we are going to talk of a very, very short, very concise program, I think we have to wrestle with that particular problem we always wrestle with? Are we promising more than we can deliver with a very small program?

Our next comment is related to forward funding, and that is with regard——

Chairman PERKINS. What do you mean, just to interrupt you, by a very small program? Do you feel we should start out with meager funds just for more or less demonstration? Is that what you are talking about?

Dr. STEINHILBER. No; what I am saying is almost in the reverse. We have seen, with career education as developed up until now and in the legislation that preceded this, whether it started out as really some pilot money to sort of develop the idea under the office of education. That was a very good approach.

Now we seem to be caught in what I call halfway in the middle between talking about career education as a full-fledged Federal program or a pilot approach, and I am not quite sure which way this legislation goes.

If we decide or if the committee decides to have a full-fledged program, we would contend then the authorization for that program should continue with and be on such a period of time that it really does continue for whatever term of authorization you wish, whether it be 4 years or 5 years, and follow the trend that we have noted in legislation.

This one almost appears that you have predetermined or at least the bill is written in such a way that it is predetermined that it will be phased out. It is not zero-based budgeting, but it is zero phase-out and it looks that way, and we are concerned that it is a phase-out over a short period of time.

We contend obviously the committee has the right and responsibility to review the legislation before it expires somewhere along the line 4 or 5 years from now. That is a little different from an inborne phase-out period.

Mr. QUIE. Do you want this to be a program that lasts forever?

Dr. STEINHILBER. I think that is a decision that is a very difficult one to answer because at this particular stage I would have to say, no; we cannot make a decision along that line because that gets us into the whole question of program consolidation.

In our prepared testimony, we would also contend that when this committee begins looking at all of the Elementary and Secondary Education Act and all of its ramifications, we take a look at how that can be made part of the consolidation.

To begin with, it can be a separate program, but to make a comment that it should live in perpetuity the answer is no. There are too many Federal programs now that have lived far beyond their useful expectations. I cannot really make a comment on what our position will be 2 or 3 or 4 years from now.

Mr. QUIE. If we are going to phase it out, don't you think we have to have the phase-out in the legislation? Otherwise it will go on forever like everything else, even if we consolidate it.

Dr. STEINHILBER. Then you are caught on the horns of a dilemma, but I am not sure the phase-out as set forth matches our needs.

With respect to forward funding which is our next comment with regard to providing local school districts with prior notice of appropriations through the advance funding of the program, school districts would be afforded much greater certainty of funding levels and increased local program flexibility through forward funding—especially if the Federal involvement is not anticipated to exceed 5 years.

If H.R. 7 were a forward-funded program school districts could, from the outset, make a 5-year plan involving that mixture of Federal, State and local funding which would best suit local conditions.

Mr. QUIE. Would you explain to us the difference in forward-funding?

Dr. STEINHILBER. Forward-funding we would contend is whether an appropriation for 1 year is actually made for the following year and whereby a school district would know or at least a State Department would know basically how its funds were to be allocated and could set up its system in advance.

Advance funding, as we understand it, is that appropriations are made in 1 year, however, the actual flow of funds takes place in the second year.

Mr. QUIE. Do you define forward funding as our present system in which we appropriate money for fiscal year 1978 in fiscal year 1977? Then everybody knows at least what money will be flowing a year ahead of time.

Dr. STEINHILBER. Yes.

Mr. Quie. If we appropriate it in 1977 for 1977 but the States are obligated in 1978; that would be advance funding?

Dr. Steinhilber. That is the way we interpret it.

Mr. Quie. H.R. 7 then, is actually advance funding rather than forward-funding?

Dr. Steinhilber. This is our interpretation of it. If we are incorrect in that interpretation, I would be delighted to know so.

Mr. Quie. Thank you, Mr. Chairman.

Dr. Steinhilber. The next comment is with respect to set-asides and once again I would comment that we are continuing our comments on set-asides as we did in the previous program consolidations, to witness, wherein in prior years we had specific categorical programs by subtitle, we are now getting a different variety, if you will, of categorical aid known as a set-aside, so there is a 10 percent set-aside for this function and 15 percent set-aside for that function and we are somewhat concerned that this particular piece of legislation has started down that same realm.

As you recall, we did raise some questions with respect to the last education amendments which were passed in the closing moments of the previous Cosgress, to witness, that in some of the programs in vocational education it appeared at one time we were going to have 55 percent of the funds put away in set-asides.

So, therefore, let us say that there should be a State plan and that there should be due consideration for various kinds of programs but not to dictate at the Federal level that a certain percentage has to be set aside for any one particular reason.

With respect to section 7B, that is the distributing of funds within the State. We feel that the phrase "equitable distribution criteria" should be made more specific. For instance, should the State consider such factors as economically depressed areas, areas with high rates of youth unemployment and areas with concentrations of educationally disadvantaged youth.

Should the State also take into consideration the amount of existing career education and vocational education activity and favor those districts who have a need for such activities but no existing facilities or programs? As subsection 7(b) is currently worded, our association would have difficulty marshalling support for this bill among our constituency.

School board members, before supporting such a bill, would want to feel more assured that the State Department has taken into account all of the various factors which would contribute to an equitable distribution criteria.

The next question we would like to face is the one we call unnecessary Federal control or inclusion of the Federal Government into the organizational structure of a State.

Under section 5 of the bill it says that career education, for a State to come up with a career education program, it has to decide that career education is of prime importance to elementary and secondary education to the State. What do they mean by prime importance? Does that mean important above the disadvantaged, important above education for all handicapped children?

You know, we are begining to say what is that definition? While we may have an idea here and know what the definition is, many of us who have been in this room a number of years realize a nebulous phrase like "prime importance," once the rules and regulations and guidelines get written on that particular definition, I just feel somewhat uncomfortable especially with our priorities with respect to the two programs I mentioned, namely, title I and the handicapped.

We also have some questions with respect to the Government's provision within H.R. 7, specifically designating there shall be a director with a State department of education, naming that individual by title and how the organizational structure shall take place within a State department of education.

I would contend that if there is an equitable State plan and if the State is really going to involve both local units of government, citizens' groups, things of that sort, to designate who shall be the person, what the qualifications of that person shall be and what the staff of that organization is like is getting to the question of the Federal Government determining the organizational structure of State departments of education.

I think this is a question that we have to be very careful about.

I realize, Mr. Chairman, I have listed a number of negative factors here. I would also include one other negative factor, that is, the question of organizational structure within the Office of Education. It seems somewhat ironic to us that in this bill it has whoever is in charge of career education reporting directly to the commissioner of education for a small program such as this. And yet for a program like title I ESEA, the person in charge of that does not report directly to the commissioner of education.

The person in charge of impact aid does not report directly to the commissioner of education and so, therefore, have we inadvertently started to change the organizational structure to change priorities?

Now, I recognize full well that previous legislation did have that in, and that is why the organizational structure does exist in the previous organization. I think that was for experimental reasons in the study up to the time a full bill could be developed.

I think we have changed that now, and we are not talking about having a regular program. In having a regular program, I think, the organizational structure should be left to the administration to determine. If obviously there is an inappropriate manner the organization is placed, we obviously will be back to talk to this committee about that particular problem.

In conclusion, in spite of those negative comments, I think those negative comments are really a critique of the bill rather than a philosophical opposition. I could not, like the committee, contend that we are opposed to career education or opposed to the Federal Government being involved in career education. Nothing could be further from the truth.

Chairman PERKINS. As I understand it, you and your organization are supporting the legislation with the suggestions that you have spoken about here this morning, is that correct?

Mr. STEINHILBER. That is correct, Mr. Chairman.

Chairman PERKINS. Mr. Blouin, any questions?

Mr. BLOUIN. Mr. Chairman, I have a number of questions. Maybe a good place to start is just to ask where Dr. Steinhilber would go for an alternative? I assume your organization supports career education as a concept. Do you think this is something—if I am reading your testimony correctly—that ought to be left exclusively in the hands of States?

Dr. STEINHILBER. No, sir. You know, I think, as I said, I felt awkward in writing the testimony because all of the negative things that we had to say and yet when career education was proceeding—I guess it was the amendments in 1974—we were supporting the language pertaining to the Office of Education in the pilot programs so our opposition is not against the Federal Government providing financial assistance.

We contend that is a legitimate concern of the Federal Government. Now, how long that it is concerned, that is another matter.

Mr. BLOUIN. Could you go into that?

Dr. STEINHILBER. I think I am getting into somewhat of a repeat of my comment to Mr. Quie. Career education has to be put into the context of several other facets of legislation, first of all the question of program consolidation which this committee will spend quite a little time on in the future.

Mr. BLOUIN. Let me make sure I understand you. Are you suggesting it should be put out there as part of block grants, kind of an optional approach for States that want to opt for career education?

Dr. STEINHILBER. Ultimately, yes.

Mr. BLOUIN. Doesn't that basically defeat the purpose of the national thrust?

Dr. STEINHILBER. I would not contend that it would. In any consolidation, we always have a triggering mechanism which I referred to. The triggering mechanism is a provision whereby there will, at least for the first or second year, be some safeguards with respect to the program being continued during its infancy.

Immediately after that, those kinds of protections, it is a matter of State and local concern.

Mr. BLOUIN. Doesn't the phaseout approach in this package accomplish that?

Dr. STEINHILBER. That is an alternative. The problem with an absolute phaseout is that there is a tendency in local school districts then not to be able to plan a complete 5-year program properly.

Mr. BLOUIN. You think in order to make it work there ought to be more years involved in that phaseout?

Dr. STEINHILBER. That is correct, sir.

Mr. BLOUIN. That may be a legitimate concern.

You stated that you were concerned over the phrase "prime importance." My understanding of prime importance is that it is a part of the school's curriculum, that it is not one of the optional things that can be dropped.

In other words, it has to be worked in if, in fact, you are going to plug into the program. What is an alternative to that kind of language, assuming you agree with the premise that career education is important enough to add to the school's curriculum.

Dr. **Steinhilber.** I think all you have to—if I may make a suggestion—all that would have to be said is that this is an important facet of education within the State. But the word "prime," when lawyers start arguing, when two lawyers get together you have three definitions. But what is the word "prime?"

Let me explain a little about the National School Boards Association. We have a task force on career education that has been in existence for 1 year and that task force is chaired by Mrs. Raymond Paige from Florida. During the discussions of this bill and career education, the question came up what does prime importance mean in comparison to other State-operated programs?

We began finding out that different individuals within that group had different opinions as to the definition of "prime." That may sound very small, but we have had previous experiences where little items started to grow once they developed into legislation.

I hope I do not seem picayune.

Mr. **Blouin.** Your suggestion about putting language in there about being important, there are a lot of educational pursuits that are important that never make it into the daily curriculum of the school because the school doesn't feel the subject is as important as other subjects.

Isn't there other language that would accomplish the same thing? Maybe we have to be stronger. Maybe we have to say it shall be a part?

Dr. **Steinhilber.** Then I would contend that you begin running afoul of the responsibilities of the Federal Government vis-a-vis the responsibilities of State governments.

There are differences of what I would call—let me back up by saying our association has a pet kind of concept which says good educational policy does not necessarily make good educational law. By that we mean just because something makes sense in one particular State, or even if it makes sense in all 50 States, there is not necessarily an authority residing in the Federal Government to require that.

I think if one were to present career education by saying that in order for a State to receive any funds under this act, then it must develop a program of career education for all school districts within that State whether or not they are receiving Federal aid for career education.

I think we would contend that has exceeded the authority of the Federal Government.

Mr. **Blouin.** Let me approach it from a money standpoint. If there were sufficient dollars with a fair match to fund a uniform nationwide program in every school district, would you then have any reservations about requiring that in order to receive the matchable moneys, you shall implement a career educational program?

Dr. **Steinhilber.** Yes, we would still have a concern.

Mr. **Blouin.** In other words, you would just like the money with no strings?

Dr. **Steinhilber.** No, that is why I say, yes, we would have an objection. I think the best way to describe our position is to describe Education for the Handicapped Act. We supported that act where there is a responsibility residing with the Government for education of all children, whether Federal aid is attached or not.

There are due process provisions with respect to education for those children aside from the funding process of that particular act. Therefore, there is a Federal responsibility to guarantee the education of these children, and we supported that legislation 100 percent along those lines, as I said, separate and apart from the whole funding question.

This is a separate issue, and I would like to separate it funding versus Federal responsibility. The Federal Government—obviously Congress has power to tax and spend for the public welfare, and the Government can provide assistance in areas it thinks have national importance.

On the reverse side of that particular question, even though there is—you and your other fellow Members of Congress—there is a question of how far that authority goes.

Mr. BLOUIN. I kind of agree with you there is a line. It is very, very difficult to make that line clearly visible on every issue. I guess my concern is that there is a need for a career education policy in this Nation, that is has not been met in many States and that if we are going to try to establish some kind of a program, there ought to be some kind of a meaningful incentive to see to it that the dollars do go into the programs that they are intended for in terms of the philosophy of the Congress.

Dr. STEINHILBER. I would agree 100 percent that there has to be some kind of incentive.

Mr. BLOUIN. It seems most of your objections, if agreed to across the board would eliminate all the incentives.

Dr. STEINHILBER. Not necessarily. Let me use the vocational education which just passed in the last Congress. Therein was a requirement for the State plan, therein was a requirement that a State developing such a plan had to go through certain processes.

Now, those kinds of restrictions we would contend are reasonable ones, but we were not talking in that particular legislation of there shall be a direct vocational education program in the State with such and such responsibilities. That goes beyond the line we were just talking about.

There are many ways for Congress to reach its reasonable expectations that the funds it raises and spends are used properly to reach the national issue they are trying to accomplish. We have no objections to that, obviously, and we are not talking about the old joke "stump and run money," that would be physically irresponsible on our part.

Mr. BLOUIN. Does the association have a national policy on career education?

Dr. STEINHILBER. Yes, we do. We have a resolution in support of same and indeed at our next convention, the career task force that has been in operation now for about 5 months, it will be making its report at our convention in Houston late in March.

Mr. BLOUIN. Could you briefly describe what that policy is as well as giving us your opinion as to whether you feel we need a national career educational policy?

Dr. STEINHILBER. I think the first is a lot easier; the second is in some of that comment we just talked about. Our position on career education is that both State and local units of government have not adequately looked at this particular problem in that past and that when it has been looked at, it has been looked at in segments by and large as a part and parcel of vocational education.

We contend career education is a much broader concept and should be looked at in much broader aspects. We are asking that after our particular national task force has completed operation, that we begin—in each State there is a State school board association—that we begin looking at this at State levels and try to foster both State and local units of government, part of the State education agencies and local education agencies working together to develop awareness.

Literally, in some of our schools, we are talking from grade one on through the whole educational career concept. That, by and large, is what we are going to try to do, and it is going to be a very difficult job because of financial questions, financial resources.

We are imminently aware of those problems, problems of local property taxes, problems of the Robinson and Cahill kinds of legislative reform. Nevertheless, that is the idea we are going to be submitting in Houston.

Seed money to get this started and moving along the way we think is of national importance, that it makes sense for Congress to look at it, but beyond that now it is a hard thing for us to say at what stage should it continue and what stage it should end.

Those are the imponderables.

Mr. BLOUIN. Is it fair to say your association's position is that we need a career education policy but not a national one?

Dr. STEINHILBER. I would say a national one but not a Federal one.

Mr. BLOUIN. National how arrived at, something mutually agreed to by 50 State board associations?

Dr. STEINHILBER. No; definitely not. I have indicated we have a concomitant committee with the educational committee of States. We are meeting also with American Association School Administrators, meeting with State school officers and the National State Boards of Education.

You know, there are facets to this than just us. We are having our task force, and in turn our task force is meeting with the task forces of other organizations.

When you said Federal, I think, I am getting back to our concern with respect that we would have questions if Federal legislation were to say, "There shall be a career education proponent in every State department of education or each school district."

Mr. BLOUIN. You would not object if wherever career education moneys were used there shall be a career education——

Dr. STEINHILBER. Obviously we have the responsibility to spend the moneys as Congress designates.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. Thank you, Mr. Chairman.

Gus, I am always impressed when anybody talks about the possibility of too much Federal control in legislation because I have a feeling that we have placed more Federal control on categorical programs than anybody worried about in the days of the concept of general education at the end of the forties and into the fifties.

What strikes me, is that you ask for some Federal control in the distribution criteria. I recognize that you do it in the manner of a question.

Should the State consider such factors as economically depressed areas, areas with high rates of youth unemployment and areas with concentrations of educationally disadvantaged youth; Should the State also take into consideration existing career education or send it somewhere else where there isn't any?

After those questions you would have difficulty marshaling support for the bill unless you knew how they would be worked out. Are you saying that in Federal legislation, we spell out that criteria and how it will be distributed?

Dr. STEINHILBER. You are very perceptive in the fact that we are caught on the horns, once again, of a dilemma. When anyone talks about categorical funds, one has to recognize there are those kinds of dilemmas because on one side there is a tendency to liberalize the operation of Federal programs, but on the other side we are also looking at a means whereby there is assurance that the local districts are going to receive the money and receive them in an equitable fashion.

I am not sure I have the wisdom always to come up with precise examples of that. I think a very good procedure which took place was what this committee did with respect to vocational education that resulted in that kind of dilemma we find ourselves in.

Mr. QUIE. I think I sense your concern in the words "equitable distribution criteria," and also in the words, "prime importance" to the schools. I would have to be satisfied if we left it to the State to determine what prime importance is, and if we left it to the States to develop their equitable distribution criteria, but I am concerned about the rulemakers in HEW defining this with many volumes which are more restrictive than anything we anticipated and raising questions that we never thought of.

Let me ask you then, how would you see this program operated best? On the question of distribution, do you think it ought to go to areas that do not have a career education concept developed in their schools before it goes to those that already have one?

Dr. STEINHILBER. I do not think I can make that statement categorically, the reason being I am just reminded of some States which, in effect, would say: "Look, we have been proceeding along this line. Are you penalizing us?"

I am not sure how to react to that kind of comment.

Mr. QUIE. We could use as an example Public Law 94-142, which has as its first priority the individuals in the State who are not receiving special education but who need it. This means in my State, I imagine, the Twin Cities, who have done a very good job, as well as some of the school districts in my cities which have done a very good job in providing education for all handicapped.

We have established a Federal law priority, and regulations are being written on how to follow it. The question here would be, should we be encouraging those who haven't really become enlightened yet, or should we give the money to those who have been enlightened as a reward for their enlightenment?

Dr. STEINHILBER. If I can draw an analogy, we were talking of handicapped children, in that instance, wherein we had a responsibility to begin proceeding with and there, I think, the legislation was correct. But when you are talking of the career education concept, we are not talking of individual, identifiable children, we are talking about areas.

That is why I have a little bit of difficulty. Indeed, I even have some difficulty with the 142 because, even in that particular legislation, you know, we do have a provision with respect to the most severely handicapped first, and that has caused some problems in certain areas wherein programs would be readily available to less than the most severely handicapped.

We are going to end up going with the most costly and different ones first.

Mr. QUIE. That is the second part of Public Law 94-142. We will reach those as well.

Let me ask this from the point of view of the State. If a State agency already has a coordinator for State education, should that person be considered as the one who would comply with this act?

Dr. STEINHILBER. Yes, sir.

Mr. QUIE. What if a person should not fulfill all three of those requirements? I think that prior education in the field and the fact he was coordinator would be experience.

Dr. STEINHILBER. Having prior experience, one of the dilemmas that we always have is that we intend to always look over our shoulder in recent years, not in terms of what the legislation says, not what is in terms of H.R. 7, but how is that going to be defined somewhere along the line, so we end up taking a long, hard look at the words of that, are those going to be harder to define?

Does that mean adequate degree in career education, if such exists? Are we going to find ourselves a regulation along those lines? Those are the kinds of things. Several years ago—I doubt very much whether our test money would be an absolute endorsement of the bill—but, I think, several years ago is just that, several years ago.

It is amazing what has happened during that period of time, and I am talking about the regulatory function.

Mr. QUIE. I recognize that and what has happened. I also recognize past experience makes one wary of a flat endorsement. I recognize, further, the example from the health field in which an individual was already the administrator in a region and had 3 years of experience. The law required that the person have experience, and HEW put the number at 5 years' experience that the person was supposed to have. Therefore, the one who had been operating there for 3 years effectively, could not qualify because he had not had 5 years experience. I know that is possible.

Concerning that coordinator; if he is already in operation, do you think that they should use money from this bill to pay him, which would have the effect of releasing the State-matching money now being used to pay him, for some other purpose? Do you think they should be permitted to do that?

Dr. STEINHILBER. Let me answer the question, if I may, with a slight variation on that theme, to witness, if you will notice we did not object to the provision with respect to administrative funds. That concept which now exists in Federal law is a healthy one, and we do not object to the percentage set aside for administration.

So the combination of money set aside for matching and administration, just so it is not the Federal Government running education, makes sense to us. I would say the money for this act could be used for salary purposes for that particular individual with the comment that we are not objecting, in fact, we are supporting other provisions of H.R. 7.

Mr. Quie. There are limits on that. I notice that on the administration set-aside you did not object to the percent limit on that.

Dr. Steinhilber. Correct.

Mr. Quie. It could be possible to state that funds supplied a school already in this program could be better used within other local schools in the State.

Do you think the career education is of prime importance?

Dr. Steinhilber. I guess I have to refer back to that conversation I had with the committee. If this is one of the prime, very important programs, school districts, State and local, should be dealing with, the answer is affirmative. But if you are saying this is of such overriding importance it overshadows every other thing, the answer is no.

Mr. Quie. Then I cannot understand why you support the legislation.

Let me ask you a question on the 15 percent set-aside which refers to section 7(a)(3)(b) that says: "Developing, implementing comprehensive career guidance, counseling, placement, follow-up service utilizing counselors, teachers, parents and community resources personnel. Do you feel that 15 percent is limited to the career guidance counseling personnel, or could it reach to the second part, meaning followup services utilizing counselors, teachers, parents and community resources?

It seems to me it takes care of this for everybody except the administrators and those doing the schoolwork.

Dr. Steinhilber. The answer to your question is—do I think that language goes all the way through—yes. I think that language goes all the way through. Our concern was, one, are we going to get into a situation where the school districts—I am reminded of the problems we had with respect to title IV, consolidation, wherein after we thought we had consolidation we found out at a later time that with certain of the definitions we ended up breaking programs apart again and refining them differently.

Now, if it can be absolutely clear that 15 percent is not a restriction but really an expansion and that definition can be adequately expanded to make that clear, in some ways I would almost say, why even have the 15 percent, because then it can be used for all those purposes anyway.

Mr. Quie. I would tend to agree with the later part.

The last question I want to ask concerns nonpublic schools. As you know, I have strongly supported and encouraged amendments to make certain that nonpublic school students be able to participate in Federal programs in every way possible in the shared-time concept so long as they are represented by public school agencies.

In your testimony you refer to the compromise language, and I do not really understand what your opposition is. Are you talking about the bypass provision?

Dr. Steinhilber. I am talking about the bypass provision. As we said, like every compromise, while we were a party to the compromise, it is obvious the compromise does not represent the position of our association and, therefore, we have to periodically remind everyone that we have problems with that whenever we talk about a bypass.

I think I would like to let it lie with that statement.

Mr. QUIE. I wish you would pursue it in more depth sometime, so that we can see what your problem is here. The reason why we put it in there, is that some school districts simply refuse. They are obtuse and something is needed to straighten them out. This seemed to me the best way possible to do it.

Where some States are prohibited by law, then you must go to the State legislature and get it changed. Then there is a third situation, where it is prohibited by the State constitution, in which case you must go to the people. In those areas, do you feel it is wise to penalize a State when they are prevented by State constitution or by statute from allowing nonpublic school student participation?

Dr. STEINHILBER. I would say, having been involved in the State-church compromise in 1965, I do not know where to begin. I would contend that bypass language—before we get to the bypass language, we were party to the compromise in 1965 and continue to remain bound by that compromise of 1965, to witness, that local school districts should provide programs providing 100 percent Federal programs to children attending nonpublic schools and specifically with respect to Title I, ESEA.

Mr. QUIE. I recognize the bypass was not in title I, it was in title II and then we extended the title II concept later on.

Dr. STEINHILBER. That is right.

Then, of course when it comes to title II where we are talking about equipment and we are talking about other things of a substantive nature, some of our concerns there are still in the courts and some of the language in State laws is comparable to old title II and comparable to ESEA equipment and were declared unconstitutional by the U.S. court.

I also agree that does not apply to Federal law at this point, although there is litigation pending on those particular subjects.

As far as we are concerned, the bypass, in effect, has said that certain amounts of funds, funds as such, are due to nonpublic schools. The bypass is worded that particular way. It is not consistent with the philosophy we previously referred to, meaning in that philosophy it was always public money being administered by a public school for the benefit of all children whether in public school, nonpublic schools or dropouts.

It is an uneasy alliance, an uneasy situation that we are always in when we talk about the compromise which has been reached. Indeed, I am not suggesting that we undo the compromise suggestion that, if there are any further discussions along this line, we may raise other issues.

Mr. QUIE. From my point of view, you have not reached me. I do not understand what the problem is. I think the compromise has worked well.

I appreciate that you do raise the question to us, because when we work on legislation it is well that we deliberate on some of the details and implications of how it affects the unit of government closest to the students, which is the school district.

Chairman PERKINS. Mr. Kildee.

Mr. Kildee. Getting back to the prime importance, is your objection so much to the mandating or to the phrase "prime importance?" I think there is a distinction. Are you worried about Federal mandating in general, or the fact in that mandate the States should adopt a policy that career education is of prime importance?

Dr. Steinhilber. We do not raise the question as a condition of receiving Federal aid, Federal funds, that the State must indicate that this is an important function and then they have a responsibility to guarantee, the State has a responsibility to guarantee excellence.

You know, that question we are not raising. We are raising the question of whether or not prime——

Mr. Kildee. Nomenclature then is your problem?

Dr. Steinhilber. Yes.

Mr. Kildee. We have in Michigan the career education act. I was cosponsor of that. Does your association have objections to State governments mandating——

Dr. Steinhilber. Absolutely none.

Mr. Kildee. Youth unemployment, do you see any relationship between a solution in youth unemployment and a good, viable career education program?

Dr. Steinhilber. None.

Mr. Kildee. That is a basic answer then because I spent about 4 months in Michigan on hearings in career education and you feel that a good career education program, your answer was it does not have a relationship between——

Dr. Steinhilber. It is a relationship. When you talk of career education, obviously children have to learn what the alternatives are. They obviously have to be able to recognize the fact that they are going to be making several career choices throughout their life.

And awareness of that is going to make them more adaptable into changing economic conditions if nothing else. But to try to draw a close relationship between that and unemployment, I think, is difficult to do. There is a tangential relationship, but I cannot call it correct.

Mr. Kildee. Thank you, Mr. Chairman.

Chairman **Perkins.** Mr. Buchanan.

Mr. Buchanan. Thank you, Mr. Chairman.

You have been a silent partner for some time now, Dr. Arterbury, and I wonder if you share Dr. Steinhilber's comments.

Dr. Arterbury. Yes; I share some of his thoughts. I have some difficulty understanding the concern on the 5-year authorization. It seems what we are all about is we are trying to close the gap. My testimony indicated according to our needs assessment, our students do not possess these aptitude skills, behaviors, that we feel are necessary, and it seems to me at such time as we are able to set a program in place it would help us close that gap then we no longer need the funding.

So I can't sit here and say that 5 years is going to do it. I think at the end of four or the end of three we need to pull some data in that indicates where we stand. I am talking about standing in terms of student achievement. After all, that is what the money is supposed to be for. I think it is folly for us to sit here and say we don't need 5 years. We need 10 years.

I see nothing wrong with setting out a 5-year goal. It sounds reasonable to me. I have no trouble living with that part of the legislation.

Another thing, you know about 40 or 45 of the States have worked with the U.S. Office of Career Education in establishing State plans. It is not like we are starting from ground zero at this point. Thirty-five or more States have career education coordinators already and I really can't see the problems. I think we are overstating problems. There may be isolated instances such as the one Mr. Quie indicated where an individual had been on the job for 3 years and all at once he doesn't qualify. Something like that.

But I think by and large what the legislation proposes, I do not see those kinds of problems arising. I think we are greatly overstating. I think we are nit-picking to the point of the ridiculous.

I think by and large it will work. If we can get the money we will get it out there.

The State coordinators have met on numerous occasions. I just came from a meeting in San Francisco and many of them were there. They are well qualified people, they have direction and I think they know where they are going, and if you give them some help I think we can make some difference. I am talking about making a difference with students.

As far as the comment about unemployment, I don't think that we ever have said verbatim that career education will eliminate unemployment. I don't think that is a stand that we have taken. I do think, however, that we feel that once students understand a little bit about manpower data, once they understand themselves a little better their own attitudes and abilities, once they understand how to get along on the job these kinds of things should contribute to greater job satisfaction, should contribute to more realistic job aspirations.

You know, we are in this thing where we have areas where we need people who are not qualified and we have many other areas where we have a lot of people qualified, but no jobs, and I think to that degree that we could help eliminate unemployment.

Mr. BUCHANAN. What about the guidance counseling requirement and the requirement for the 15 percent?

Dr. ARTERBURY. I have a little bit of concern about that. I think having dealt with Federal funds now for 10 or 12 years, once you set a category aside you tend to create a lot of paperwork for the local school people and I think I am much more inclined to like the idea that you have a State plan when the local district is required to develop a plan consistent with that State plan and it might be that they need guidance and counseling. It might be the need to spend their money for first needs assessment.

Do you understand what I am saying? I think there is more merit in letting the individual districts look at their own needs, but still having the regulation at the State and at the Federal level to make sure all plans are consistent.

We don't want anyone tailing off in another direction, but the 15 percent does bother me a little. I always have a little concern about those categories.

Actually we are only talking about $3 or $4 a head per student. You are not talking about a lot of money, and you get on an individual campus and you have to start in to divvying up, if you will excuse my term, a little dab over here and a little dab over here, and it can become very counterproductive to the overall effort.

Mr. **Buchanan**. Is there any other aspect of the bill with which you would have a problem. Your testimony concerned what sounds like a fine assessment of what is happening in Texas.

Dr. **Arterbury**. I have little concern with the way the bill is written. I think it is improved over last year's version. I don't think we have that much concern with the bill. I have spoken to the one thing about the 15 percent. That bothers me a little but overall I support the bill.

Mr. **Buchanan**. Thank you. You have been very helpful.

Dr. Steinhilber, I am aware of your burnt-child feeling when it comes to Federal regulation. I understand that part. I wonder if you aren't over-reacting just a tad to this thing.

You say we ought to take out the language of prime importance, or downgrade the Career Education Office, OE. You indicate we ought to have less requirements written at the Federal level—you shared the concern about the 15 percent also, about the State structure.

I just wonder if we implemented every one of your suggestions here if we would end with any meaningful Federal effort to get career education, to give it the priority responsible for H.R. 7 in the first place.

If we are going to create a string-free block grant and there is no clear purpose, it seems we are defeating the whole purpose behind this, and the reason for its existence.

Dr. **Steinhilber**. I think there are alternatives and we are not suggesting a downgrading of career education. We are suggesting taking the whole question, two of them, the question of organizational structure, obviously the U.S. Congress has the authority, and has exercised the same in a number of instances, to determine what the structure of a U.S. Office of Education shall be.

My concern is that career education not be downgraded, to interpret it that way. We would not wish that.

Our concern is, one, that it has to be put in context of other very important Federal programs, and that is what we wanted to make sure. We are not downgrading career education by saying let's put it in the context of other very important programs, some of which are in the billions of dollars realm.

I would also contend we are not being physically irresponsible by saying there shall be no Federal assurance the funds are being wisely and properly used. We have in previous instances testified, going back any number of years, with respect to program consolidation, with respect to the Education of the Handicapped Act and others and there are mechanisms to do that. So we have no objection to these kinds of mechanisms.

There are certain instances now that begin to look like they are going beyond that. There is always a problem when we come up in opposition to a particular provision and that is are we so presumptuous to then come up with an alternative bill. We found that sometimes it is not viewed very well.

I would say we would be very willing to work with both the minority and majority staff in terms of working on those kinds of provisions to make sure that both the program has that flexibility to work at the State level and local level and has met our concerns with respect to the proper use of moneys.

I am not sure we are downgrading it or suggesting the bill be stripped of everything to the point it ceases to exist.

Mr. BUCHANAN. You answered "no" when Mr. Quie asked if you considered this of prime importance. Then, pertaining to unemployment, you said you see no clear direct connection. I wonder if this may not reflect a different interpretation of what career education is in the process of all education and ties into elements of what is happening in school and one's career. Maybe I don't understand what career education is.

In Alabama of every 100 children who enter first grade, 80 drop out at the high school or less level. Only 20 go on to post-secondary school; of those only 12 go to college and/or beyond that.

Now, of those 80 young people who drop out, I would like to see a program so that they could continue their education. When they go through however many grades of school they should have in the process, gained some kind of guidance toward career opportunity, some sort of understanding of the relevance of what they have been doing in school to their life and career.

How can that be other than a matter of prime importance?

Chairman PERKINS. Will the gentleman yield to me at this point.

Mr. BUCHANAN. Yes.

Chairman PERKINS. My chief aim in writing this bill is to do somethink for the young student before he gets out of school and goes on to higher education. Your description fits my area, but it would be my hope that by the time they have completed high school, the career education process would have taken hold in a comprehensive way and they would have decided on a career. This means we are going to have to set up not only vocational programs but all types of programs for them to earn their livelihood and make them accessible to youngsters in the fourth, fifth, sixth, seventh, and eighth grades.

This is my view of the career education comprehensive program, where we will reach these youngsters in the elementary and secondary schools. And to my way of thinking, this is the most important aspect of this bill.

Mr. BUCHANAN. I thank the Chairman and share his concept and hope that can be achieved.

Dr. STEINHILBER. I don't think there is any disagreement on this side. I think we are talking about refinement other than questions of having a difference of opinion.

Mr. BUCHANAN. Thank you.

Chairman PERKINS. Mr. Pursell.

Mrs. Pettis.

Mrs. PETTIS. No questions.

Chairman PERKINS. I don't know whether I have had the opportunity to talk to you publicly but I am delighted to welcome you aboard this committee, and especially to the Elementary, Secondary, and Vocational Education Subcommittee. We all enjoyed serving with your husband before his accident took place. We hope you stay right on with us.

Mrs. **Pettis**. Thank you, Mr. Chairman.

Chairman **Perkins**. Mr. Quie.

Mr. **Quie**. I would like to ask Dr. Arterbury if he has addressed himself to the objectives of the bill on page 15 having to do with developing career education learning systems, a consensus of learning outcomes for career education, and validation of data related to such outcome?

Dr. **Arterbury**. Yes, we have. In handling that, you believe that that can be boiled down to something that becomes, to say in politics, a household word. What we really mean is we are addressing ourselves to career education. As indicated up here, people have different views.

Mr. **Quie**. I think you have done an excellent job of at least presenting a number of views on the scope of career education.

Dr. **Arterbury**. You know it is kind of strange, we indicated that we absolutely went to the public and let them vote on what they thought was basic for students and came up with 177 outcomes, and we did follow the wishes of the public. In fact, one of the people I have here with me today cried real tears over the fact we wouldn't include some outcomes she thought were important that were not voted by the public.

But, yes, what we have here, there are three theoretical domains for career development theory; one is social, one is self, and one is economic. If you take these learner outcomes, these 177, they break pretty well into the three categories. We were amazed at the fact that in just looking back and analyzing what the people had voted on, we had 36 percent of the outcome that seemed to be more economic in nature, 33 percent that were sociological and 31 percent that were psychological. When we talk of sociological we are talking of human relationship skills, positive attitudes towards individuals of society. We are talking about knowing when to compromise, those kinds of things, on the job.

When we are talking about psychological we are talking about attitudes toward work, decisionmaking skills, appraisal of interests and capabilities, understanding and satisfiaction of the work and so forth, things like that.

When we are talking about economic, we are talking of identifying and obtaining information about careers, the effect of economic conditions on careers, individuals and so forth.

I think if you want to put it in even plainer language, I think the Gallup Poll taken that same year, Congressman, said the top three priorities were to get along with people at all levels of society, to attain self-satisfaction and get a good job and make a little money.

I believe that is the way the Gallup Poll asked the question, and that is basically what I am telling you, those are the three domains or three categories.

Mr. **Quie**. Now, the goals that you speak of here, they also fit within those——

Dr. **Arterbury**. The U.S. Office of Education has nine learner outcome goals. We have 177 basic learner outcomes for career education.

We have matched those with the nine outcomes of the U.S. Office and there is great correlation. I can't give you the exact numbers on it but very little deviation at all.

Our statements are smaller statements than the outcome goals, more objective statements.

Mr. QUIE. We are trying to affect the education systems in the country by this legislation. How do you think you could best bring that understanding to the professional of the career education concept; by talking of those three domains or the nine categories, or the 177? One of the problems I find is that career vocation education people tend to say ours is better.

Many people in the academic courses feel threatened, others however get aggressive and say, we will grab it and drive it our way. Take for instance, the Social Science teachers. They say that here is a way of handling that vocational education thrust. Rather, it should be that the concept is understood and then the goals for education are set. My question is, how can you do that?

Dr. ARTERBURY. I can not see where we could afford at this point in time to deviate from the nine outcome goals of the U.S. Office of Education. It seems to me those are basic, they are in the introductory policy paper of the U.S. Office and I think it is the first policy paper the U.S. Office of Education has put out in several years, and it seems to be those are all over the country, and I think those should be the building blocks.

I cannot see—in trying to go back, I talked about these domains, I am about the only one I know that talks about them, and I think the better way is to go with the nine outcome goals of the U.S. Office of Education.

You do have to understand, especially among State coordinators, we have had numerous meetings in which we have discussed these kinds of things. They had a project funded last year. The State coordinators were called together on several occasions and the kind of statement I made to this morning I made to them on three or four different occasions. So I think it becomes a question of time, it becomes a question of understanding. At the present time we have at least two or three States using our needs assessment instruments. I think it is a case of sharing and communicating back and forth between States.

But one of the things that I would just like to say about the Office of Career Education, I know of no other Federal agency that has communicated at the grassroots level to the extent that the Office of Career Education has under the leadership of Dr. Kenneth Hoyt. I don't know how the man keeps up the schedule he keeps. He is constantly out in the field and constantly communicating the kind of things you are talking about. We have very positive feelings and great admiration for the work they have done in that office.

Mr. QUIE. I know about Dr. Kenneth Hoyt. Are there other career education coordinators, duplicates of Kenneth Hoyt?

Dr. ARTERBURY.. I don't know. He is a unique individual and I don't know that I know of another man just like him, but as far as capable people knowing how to handle education, I feel these are individuals across the country who are very capable.

Mr. **Quie**. One last question: Do you think we have too much specificity in here? I know you were answering Mr. Buchanan about directing State cordinators. Should we be writing a program for them to utilize or get specific about State coordinators? I have a feeling that we are doing this as though the State coordinators did not exist.

Dr. **Arterbury**. I feel strongly that we should key off the work we have already done.

The reason I have not spoken against the specificity of this, I feel it is probably consistent with the philosophy of the Office of Career Education into some 40 to 45 State plans for career education and I can't really believe that we are going to end up with those kinds of problems.

I personally think if in fact the legislation is so written that it would hinder the work of the State plans. I think that would be very unfortunate but I personally do not read that and see where this is going to come down that way.

In other words, you have already spent money, I don't know how many millions, but I think about $5 million was set aside for State plans. As I say, 40 or 45 States have spent considerable effort in developing plans for career education. If this hindered that in some way I would be upset, but I don't read that in there.

Mr. **Quie**. Thank you.

Chairman **Perkins**. Mr. Kildee.

Mr. **Kildee**. No questions.

Chairman **Perkins**. Let me thank you gentlemen. You have been most helpful.

The hearing will adjourn until 9 o'clock tomorrow morning.

[Whereupon, at 11:25 a.m. the committee was recessed, to reconvene at 9 a.m. Wednesday, February 9, 1977.]

[Material submitted for inclusion in the record follows:]

Waukegan Public Schools
Community Unit School District No. 60, Lake County, Illinois
DR. DON T. TORRESON, Superintendent

DR. JAMES CAPRA
Associate for Curricular and
Instructional Services

LINCOLN CENTER
FOR EDUCATIONAL SERVICES
1201 NORTH SHERIDAN ROAD
WAUKEGAN, ILLINOIS 60085
(312-336-3100)

January 10, 1977

Honorable Carl Perkins
U.S. House of Representatives
2365 Rayburn House Office Building
Washington D.C. 20202

Dear Mr. Perkins:

Your efforts to fund the career education program, as indicated by the revised Career Education Act bill which you are introducing, is certainly most commendable. I feel this is an area where students will benefit greatly in terms of the opportunity to find for themselves their proper niche in life. It is extremely important that students become aware of the many opportunities that are available so that they may have more options open to them and are, therefore, more likely to pursue some career that is appealing to them and likely to make them happy.

We, in Waukegan, are committed to this program. We believe that career education is among the top priorities along with the other major subject areas, and we will certainly be most gratified if the increased funding, as you have proposed, will materialize and if the local school districts are given leeway as to how these funds may be utilized, as you have suggested.

I support you in your efforts in this direction, and if there is anything further that I can do to help this cause, I will be most happy to do so.

Sincerely,

James Capra

James Capra, Ed. D.
Associate for Curricular
and Instructional Services

ks
cc: Mr. Harry Bowen

JAN 25 '77

TEXAS
DEPARTMENT OF CORRECTIONS
W. J. Estelle, Jr.
Director
Huntsville, Texas 77340

A. P. MANNING
ASSISTANT DIRECTOR
IN CHARGE OF TREATMENT

January 20, 1977

TEXAS BOARD OF CORRECTIONS

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San Antonio, Texas

Joe V. LaMantia, Jr.
Member
McAllen, Texas

The Honorable Carl Perkins
House of Representatives
Washington, D.C. 20515

Dear Mr. Perkins:

At a time when traditional educational delivery systems are under attack, it is refreshing to have on the horizon legislation that lends support to a demonstrated successful alternative--career education.

The Texas Department of Corrections' Windham School District, a state-approved district serving the educational needs of the inmates, has under way a plan to infuse the concept of career education into its educational plan. Nowhere, in our view, does the term "career education" have more meaning than in its application to the education of adults in a correctional setting.

On behalf of the Superintendent of Windham School District, Dr. Lane Murray, let the record reflect the support by Windham School District of House Resolution 7.

If we may be of any service to you on the committee, please feel free to call on us to act in any capacity.

Sincerely yours,

WE Monroe

W. E. Monroe
Career Education Project Coordinator

WEM/kh

January 24, 1977

Honorable Carl Perkins
U.S. House of Representatives
Washington, D.C.

Dear Congressman Perkins,

I am pleased to see that you are sponsering H.R. 7, concerning Career Education.

As parents of two children (ages 6 & 13) in the school system, we and so many other parents are recognizing the need of having career education stressed in today's classrooms. I feel it is a necessary and relevent function of the schools to promote career education.

It is our hope that you and others continue to support career education.

Sincerely,
Brian Hanbridge
(Mr. & Mrs.) Brian Hanbridge
11 Barrett St.
So. Burlington, Vt. 05401

cc. James Jeffords, Congressman, State of Vt.
Walter Faulkner, Vt. State Dept. of Education

CENTRAL MICHIGAN UNIVERSITY

February 2, 1977

The Honorable Carl Perkins
House of Representatives
Washington, D.C. 20515

Dear Congressman Perkins:

Please consider this communique as a resounding vote of confidence for your reintroduction of the 'Elementary and Secondary Career Education Act', i.e. H.B. #7.

As the Chairperson for Michigan's eight member university Career Education-Teacher Education Consortium I have the pleasurable charge, by an unanimous vote of the membership, of stating we are one hundred per cent behind your efforts. Michigan's public schools are in great need of your bill's proposed catalytic monies. Passage of the bill would undoubdy ensure a more relevant education for Michigan's K-12 youth.

I have personally written to Representative Elford "Al" Cederburg of our 10th Congressional District urging him to be a co-sponsor of your bill and I'm confident Congressman Cederburg will review H.B. #7 and see the benefits of such legislation.

Once again congratulations on being the House of Representatives leading career educator.

Sincerely,

Dr. Paul G. Kussrow
Director-Center for Career Education
and Chairperson-Career Education-
Teacher Education Consortium
School of Continuing Education
and Community Services
Rowe Hall 125

clm
cc: All Consortium Representatives

MOUNT PLEASANT, MICHIGAN 48859

SPECIAL SCHOOL DISTRICT NO. 1
MINNEAPOLIS PUBLIC SCHOOLS
AN EQUAL OPPORTUNITY EMPLOYER

Room 206, Fulton School
4912 Vincent Avenue South
Minneapolis, Minnesota 55410

CAREER EDUCATION

January 20, 1977

Representative Carl Perkins
U.S. House of Representatives
Washington, D.C.

Dear Representative Perkins:

A special thank you for your persistence in sponsoring the Elementary and Secondary Career Education Act of 1976.

During the three years of the Minneapolis Career Education Project, 1974-1977, we have primarily worked to inservice teachers. The teachers have been enthusiastic and supportive of career education.

I sincerely hope the bill passes and gives us the final boost we need to make career education an intrical part of our curriculum K - 14!

Sincerely,

Gail A. Tronnes

Gail A. Tronnes
Career Specialist
Minneapolis Public Schools

GAT:ek

MT. DIABLO UNIFIED SCHOOL DISTRICT
ADMINISTRATION BUILDING
1936 CARLOTTA DRIVE
CONCORD, CALIFORNIA 94520

OFFICE OF
EDUCATIONAL SERVICES

February 8, 1977

The Honorable Carl Perkins, Chairman
Committee on Education & Labor
House of Representatives
2181 Rayburn House Office Bldg.
Washington, D.C. 20515

Dear Sir:

I support H.R. 7 (The Elementary and Secondary Career Education Act of 1977).

I have taught Career Education for seven years and attest to its positive motivational affect on students.

Our young people are inexperienced and nearly totally naive about the world of work. While our school has developed some programs for career education, we need many more comprehensive approaches to infusing career education into our curriculum.

We also need to further develop community resources and facilities (transportation and communication) to help bring the community into the school and to take our students into the community for world of work experiences.

Career Education increases students Career Awareness, Self-Awareness and, important for students, Educational Awareness. The latter aids students in making more intelligent curriculum choices and in pursuing these choices with more intensity.

In short, young people are better students when they are aware of the general need to prepare themselves for careers.

There are fine benefits, no less important to our country. I find that students become more socially mature and are wiser consumers because of our Career Education Programs. Plainly our students are better citizens because of Career Education.

You are invited to call me or to visit our school to go over our needs and to see our programs in action.

Very truly yours,

Don L. Crandell
Teacher in Occupational Math and
Career Exploration
Mt. Diablo High School
2455 Grant Street, Concord, CA 94520
(415) 682-4030

MT. DIABLO UNIFIED SCHOOL DISTRICT
ADMINISTRATION BUILDING
1936 CARLOTTA DRIVE
CONCORD, CALIFORNIA 94520

OFFICE OF
EDUCATIONAL SERVICES

February 7, 1977

The Honorable Carl Perkins, Chairman
Committee on Education & Labor
House of Representatives
2181 Rayburn House Office Bldg.
Washington, D.C. 20515

Dear Sir:

I would like to commend you for your support of Career Education as evidenced by H.R. 7.

I have been involved with teachers and administrators in the Mt. Diablo Unified School District in a Title IV-C project to develop a model program in career education which, as you may see in the enclosed newsletter, has been endorsed by the Board of Education.

Career Education is a basic educational need for all students, so that they may have productive and satisfying adult years and make a positive contribution to society.

After only two years in the program, we have evaluation data that shows gain in career decision-making maturity by students in intermediate and high school, in the project group.

This legislation would help meet the need of extending career education for the benefit of greater numbers of students - a need which is increasingly difficult if not impossible to fund at the local level because of the continuing financial problems of school districts.

I invite you to become more familiar with our "Career Education Diablo" project at the local level.

Very truly yours,

Genevieve P. Sibert

Genevieve P. Sibert
Project Director

Career Education Office
2895 East Street
Concord, CA 94520
(415) 798-9833

FERRIS
STATE
COLLEGE Big Rapids, Michigan 49307 616/796-9971
School of Education and Learning Resourses

February 11, 1977

The Honorable Carl Perkins
House of Representatives
Washington, D.C. 20515

Dear Congressman Perkins:

Regarding the Elementary and Secondary Career Education Act, H.B. #7, may I express a vote of confidence on the provisions of the Bill and the leadership you have shown the last few years regarding Career Education.

We here in Michigan have worked hard in developing a program with relevant materials. In order to implement Career Education throughout the state's school districts, financial support is essential. H.B. #7 would go a long way in helping to accomplish the Career Education Concept in Michigan.

Thanks again for your support for Career Education.

Sincerely,

Richard Warner

Richard Warner, Proffesor
School of Education and Learning Resourses

FRANKLIN PUBLIC SCHOOLS
School District No. 5, Franklin
7380 SOUTH NORTH CAPE ROAD, P.O. BOX 245, FRANKLIN, WISCONSIN 53132
Telephone: 425-2554 Area Code 414

H. E. GUZNICZAK
Superintendent

A. L. BLOCK
Director of Instruction

February 14, 1977

Honorable Carl Perkins, Chairman
Education and Labor Committee
U.S. House of Representatives
Washington, D.C. 20515

Dear Congressman Perkins:

This letter is to thank you for your introduction of the Elementary and Secondary Career Education Act of 1977. The bill relates to a need in American education that has not been properly served to date. Your bill will do a great deal to correct this problem and those of us working in this area wish to commend you for your help.

Sincerely,

ALBlock

A.L. Block,
Director of Instruction

ALB/sa

NAPA VALLEY UNIFIED SCHOOL DISTRICT

2425 JEFFERSON STREET, NAPA, CALIFORNIA 94558
(707) 252-5531

MOBILE CAREER AWARENESS UNIT
ESEA Title IV Part C

John R. Bishop
Coordinator

February 14, 1977

Congressman Carl Perkins, Chairman
Committee on Education & Labor
House of Respresentatives
2181 Rayburn House Office Bldg.
Washington, D.C. 20515

Dear Congressman Perkins:

I have recently become aware of the pending reintroduction in the U.S. House of Representatives of the Elementary and Secondary Career Education Act of 1977, H.R. 7. I ask that you give serious consideration to the bill and urge that you support its passage.

My own involvement with Elementary Career Education is fairly recent, but my personal experience has convinced me of the need for a well coordinated and widely implemented program of Career Education beginning in Kindergarten and continuing throughout a student's years in school.

More emphasis needs to be placed on the wide variety of occupations within career fields, particularly those which do not require a formal college education. My degree in American History was worthwhile in the attaining, but did nothing to prepare me for gainful employment. And had I been properly counseled in career possibilities I would not have prepared myself to teach at a time when school enrollment is dropping and newly trained teachers are a glut on the job market.

My experience as a parent of teenage children reinforces my belief that more Career Education is vitally important long before a student reaches the secondary level. My daughter is graduating from high school this spring and has only vaguely formed ideas about career plans. Like most graduating seniors she has no idea which school to go to, what to study or what fields of occupation she might best be suited for.

This lack of Career Education is not entirely the fault of curriculum planners in seriously over-taxed school districts such as ours. It is difficult to convince administrators of the need for funding a new program when established, proven programs must be dropped for lack of funds. Funds such as those that would be supplied by this bill are essential if Career Education is to be properly established as a vital portion of Elementary and Secondary Education.

Again I urge you to support this legislation. Our young people deserve the kind of guidance in career choices that will benefit them throughout their lives and will also support our nation's economic structure through full employment.

Sincerely,

J.A. Sue Lipschultz

J.A. SUE LIPSCHULTZ
Project Assistant

SL/dt

NAPA VALLEY UNIFIED SCHOOL DISTRICT

2425 JEFFERSON STREET, NAPA, CALIFORNIA 94558
(707) 252-5531

MOBILE CAREER AWARENESS UNIT
ESEA Title IV Part C

John R. Bishop
Coordinator

February 14, 1977

Congressman Carl Perkins, Chairman
Committee on Education & Labor
House of Representatives
2181 Rayburn House Office Bldg.
Washington, D.C. 20515

Dear Congressman Perkins:

Back in November of last year, I was fortunate to have had the opportunity to attend the Commissioner's National Conference On Career Education, held in Houston, Texas. The experiences during that conference brought great excitement when the potential of Career Education was fully realized. The conference also produced grave concern in that California is far behind other states in developing a coordinated state-wide effort for implementation.

During a caucas of representatives from all over California, we discussed ways to "get our act together" and impediments to developing a successful implementation plan. One of the problems is lack of staff but the most important is lack of funds. There is a tremendous effort necessary for staff development as most teachers and administrators are unfamiliar with Career Education and the concepts involved.

Parents, community members, business and industry leaders, labor leaders and civic organizations have all voiced their concern over students leaving school without marketable skills, and when informed, have demonstrated strong support. They all feel they are not getting the best for their tax dollar. Our students are sadly lacking direction for their future as is exemplified by a recent visitor to our office.

A high school senior came in with his mother wanting assistance in completing an application for entering college. As I began to work with him, I discovered that he, like many young people, didn't know what course of study to pursue. Consequently, he didn't know what major to indicate or what the objectives of his education should be. I directed him to our career center for counseling and suggested that he do some exploring of possible careers in his interest areas; then decide if college would be required to prepare for the type of career he wished to pursue.

Unfortunately, this is only one of thousands, perhaps hundreds of thousands. We have failed to provide our charges with a direction for the future in work, pride in a job well done, and in relating what kids learn in school to the world of work. We must also overcome the myth that "to succeed in today's society you must have a college education." If you have had your car worked on lately, you know that tradesmen are doing quite well in the economic arena.

Another alarming realization is the fact that far too many students have no idea of the wide variety of careers that exist and the possibilities open to them. Nor are they aware of methods to begin exploring career possibilities.

It becomes more apparent to me each day that we need a total program for implementing Career Education concepts beginning in the kindergarten and continuing through the retirement years. Many states have been operating such a program for a number of years and have been fortunate in receiving seed money to establish their programs. These states are few, however, and some means of support must be established at the state and national level if Career Education is to reach it's full potential. It is extremely difficult to convince a school board of an already over-taxed district to begin implementation of a new concept when they have been forced to eliminate existing, successful programs due to lack of funds.

With the passage of H.R. 7 which is to be reintroduced in Washington this month, there is hope for successfully infusing Career Education as a solid segment of the total curriculum in the full spectrum of our educational system. One of the best features of H.R. 7 will be the needed emphasis at the national level, but still maintaining flexibility at the state and local level to establish programs that are best suited to their needs.

We would like to urge your support of this important legislation in whatever way possible and would like to be kept informed of it's fate.

Thank you for your kind attention to this matter.

Sincerely,

John R. Bishop

JOHN R. BISHOP
Coordinator
CAREER AWARENESS

JRB/dt

P. O. Box 38
Jericho, Vt. 05465

January 28, 1977

Rep. Carl Perkins
House Office Building
Washington, D. C.

Dear Mr. Perkins:

This letter is being written to express my support of your Bill, HR-7, regarding funding for Career Education.

I feel this is a concept that is most needed in our educational system. We have gone much too long graduating our young people from high school and college with no idea of what the world of work is or how hard it is to make their way in our society as it is today. I am in hopes that your bill will pass without difficulty so that we can get on with the job of taking education out of its "Ivory Tower" and bringing it to a more practical basis.

Very truly yours,

Patricia P. Keith

(Mrs.) Patricia P. Keith

PPK/s

Waukegan Public Schools
Community Unit School District No. 60, Lake County, Illinois
DR. DON T. TORRESON, Superintendent

MR. HARRY S. BOWEN
Associate for Supportive Services

LINCOLN CENTER
FOR EDUCATIONAL SERVICES
1201 NORTH SHERIDAN ROAD
WAUKEGAN, ILLINOIS 60085
(312) 336-3100

January 12, 1977

The Honorable Carl Perkins
U.S. House of Representatives
2365 Rayburn House Office Building
Washington, D.C. 20202

Dear Chairman Perkins:

May this letter serve to encourage you to pursue your efforts to fund a revised bill for Career Education.

We, in the Waukegan Public Schools, feel this is an area of major benefit to our students. We are committed to Career Education in our schools. Please feel free to call on us in anyway for help in your efforts.

Sincerely,

Harry Bowen

Harry S. Bowen

HBS/sjf

ELEMENTARY AND SECONDARY CAREER EDUCATION ACT OF 1977

WEDNESDAY, FEBRUARY 9, 1977

House of Representatives,
Subcommittee on Elementary,
Secondary and Vocational Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to recess, at 8:45 a.m. in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Members present: Representatives Perkins, Mottl, LeFante, Weiss, Kildee, Quie, Buchanan, Goodling and Pursell.

Also present, Representative Biaggi.

Staff present: John F. Jennings, majority counsel; and Charles Radcliffe, minority counsel.

Chairman Perkins. The subcommittee will come to order.

The hearings on H.R. 7, The Elementary and Secondary Career Education Act of 1977, held by the Subcommittee on Elementary, Secondary and Vocational Education, will continue today. We opened up the hearings yesterday.

Today, we have a panel of witnesses: Ms. Kemble, American Federation of Teachers, AFL-CIO; Dr. W. Norton Grubb, Childhood and Government Project, Univ. of Calif. at Berkeley; and Dr. Kenneth Hoyt, director, Office of Career Education, U.S. Office of Education.

Dr. Hoyt is not representing the Office of Education in any official capacity, but is appearing as an expert on career education.

Ms. Kemble, I am going to call on you, and let you proceed first.

Without objection, your prepared statement will appear in the record in full at this point. Please go ahead.

[The prepared statement and supplement material of Ms. Eugenia Kemble follows:]

STATEMENT BY EUGENIA KEMBLE,
SPECIAL ASSISTANT TO THE PRESIDENT,
AMERICAN FEDERATION OF TEACHERS, AFL-CIO
BEFORE
THE HOUSE SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

February 9, 1977

The American Federation of Teachers welcomes the opportunity to present you with our views on H.R. 7, The Elementary and Secondary Career Education Act of 1977. I am Eugenia Kemble, Special Assistant to the President of the AFT and I am accompanied by Greg Humphrey, our Director of Legislation. We represent over 470,000 teachers, paraprofessionals, guidance counselors and other school personnel whose professional roles are profoundly affected by major federal initiatives in education such as the one proposed in this bill.

Career education is a concept of considerable concern to the AFT since we believe it contains great potential as well as considerable dangers, depending on how it is implemented. It is an idea that was discussed by our 1976 annual convention, and much of what I will say constitutes an amplification of the resolution passed there.

The more we examine the issue of how much high school students know about the world of work and careers, the more we see how ignorant they are. The most recent evidence of this comes from a study done for the National Assessment of Educational Progress. While the data collection for this study was done before large numbers of career education programs were put into operation, its results undoubtedly continue to be significant. Of the sample examined, only 35% of 17 year-olds had talked to a school counselor about their career plans. And, while 70% could name at least one skill or ability that would be needed for the job of their choice, only 49% were able to name two or more.

Despite these glaring shortcomings guidance services are all too often the first to be cut in a budget crisis or to be pared to the bone when a school bond issue goes down. We estimate that our secondary schools now have about half the guidance counselors they really need on the average. In the recent New York City financial crisis guidance services were all but wiped out. Even given guidance services, we recognize there is much more in the way of providing career information and more direct exposure to the realities of the work life that could be offered by our schools. Students need to know occupational projections related to careers they might pursue. They need to know the specific skills required by any job. They need to know about the role and function of labor unions and what they can expect from union membership. Some students need to see the relationship of occupational skills to academic skills before they will be motivated to learn to read, write and compute.

In so far as career education is aimed at meeting these needs the American Federation of Teachers views it as an educational benefit that will add tremendously to the services schools provide. We are pleased to see that the basic thrust of H.R. 7 is in this direction and urge that the funding stipulations it makes provide even more for guidance and counseling services. Obviously our support for an emphasis of this sort involves making hard choices. Explaining them leads me to a discussion of some of the problems career education has posed thus far.

Running through all the reports and rhetoric on career education is the idea that high unemployment among youth is somehow related to inadequate educational preparation -- that schools are not providing each student with a "salable" skill after high school. The logic of this argument then moves on to suggest that the real burden for high youth unemployment falls on the schools and that if only the schools had the *right*, *relevant* program all high school graduates would immediately find a place in the labor force.

We reject this line of thinking and feel that any career education programs built upon it place an unfair burden on the schools for unemployment problems they did not create. We also believe that students who are attracted to such programs on this basis will be disastrously misled into thinking that training in a "salable" skill will assure them of a job. Skills won't sell unless there is a market for them. In fact, students who short-circuit general education in search of career training will find themselves lining up for jobs behind those with more education whether the job market is open or tight. In short, we believe that youth unemployment is more a matter of economic policy than it is educational policy and that while students may benefit from some exposure to job skills, they should not be lured into thinking that a job skills orientation is a good substitute for basic grounding in academic skills.

In relation to this argument we have taken careful note and approve wholeheartedly of the language in the bill which delimits the definition of "career education" so that it "shall not include any activities carried out by such agenices involving specific job skill training." Our members have expressed concern that career education programs that involve the substitution of on-site or hands-on experience for basic academic subjects may seriously shortchange students in their search for qualifications that will enable them to compete in the job market.

There are two other troublesome aspects of the rationale projected by career education advocates that we would like to point out to this committee. One is the cynical idea that increasingly the labor force, as well as the ranks of the unemployed, are "over-educated" and that, correspondingly, too much education is regarded as a bad thing. We can't help but take note that this idea as well as the popularity of career education programs based on it have taken hold during a period when unemployment is disastrously high. Whatever the problems of credentialled degree-holders in finding job placements that match their qualifications, they are still in a better competitive position than those with less education. There may be legitimate questions as to whether the job pay-off is worth the cost, but then, job pay-offs are not the only pay-offs to consider. Education is not just for the purposes of job qualification, and its benefits should never be viewed exclusively in those terms. In short, we hope the members of this committee approach their support for career education with the idea that it be viewed as an addition to what our schools now provide.

The second concern we have with the thinking behind career education thus far is the romance many of its supporters seem to be having with work place experience. From the reports our members are sending us, it seems apparent that most career education programs afford students exposure to primarily low-level jobs -- as waitresses, clerks, auto mechanics, busboys and the like. We hope this committee will encourage states to support career education efforts that afford exposure to a broader range of career possibilities. Otherwise programs supported by this legislation will be subject to the criticism that they encourage tracking and have the effect of narrowing rather than broadening the educational experience and the career aspirations of students.

You should also know that the AFT has a number of specific concerns relating to the career education thrust of the past administration. The employer-based career education model developed by past Commissioner of Education Sidney Marland the Work Experience and Career Exploration Program funded by the

Department of Labor contained elements which the AFT and the AFL-CIO strongly objected to. We would like to see language in H.R. 7 that would make clear that no career education programs funded under its provisions would encourage the violation of child labor laws, allow for the payment of subminimum wages, compromise health or safety laws related to work, or allow for the displacement of adult workers by students.

Given these concerns and the historical framework in which career education developed we are generally pleased with the Elementary and Secondary Career Education Act of 1977. We find the emphasis placed on career awareness, exploration, decision-making and planning to be commendable and are hopeful it will generally assure that states avoid some of the pitfalls and problems I have discussed above. We are in thorough agreement with your decision to pinpoint "career guidance, counseling, placement and follow up services" as services worthy of required minimum funding. We think that this stipulation, together with exclusion of "specific job skill training" from support under the bill go far toward answering our criticisms and concerns regarding career education.

Nevertheless, I would like to caution you with regard to two major educational considerations that deserve your attention.

One of the major educational phenomenon of the past two years has been the reported decline of standardized achievement test scores among our public school population. A number of highly respected studies have reported on this development though none have come up with definitive explanations. One of the most important of these, "Achievement Test Score Decline: Do We Need to Worry?" by Annegret Harnischfeger and David E. Wiley speculates on the possibility that a part of the cause for decline comes from shifts in the curriculum. "The strongest explanatory power seems to come from curricular changes. Our gross data indicate a considerable enrollment decline in academic courses. Secondary pupils have been taking fewer courses in general English and Mathematics. But also enrollment in typical college preparatory courses such as Algebra, first year foreign language, and physics, is decreasing," they say.

While there is no evidence to indicate specifically or conclusively that career education programs are even partly responsible for this, it seems more than simple coincidence that emphasis on career education as well as other non-traditional curricular areas is rising while achievement test scores are falling.

Assuming that tests are measuring what we want them to measure, and assuming that English and math should and will continue to be basic elements in any solid curriculum, we think this committee may want to address itself to the very real question of whether career education programs supplement or substitute for basic curriculum. More specifically, in reports we are receiving from our members indicate that financial pressures on education budgets are causing cutbacks in regular school programs while career education programs conducted at the work place with little or no cost to the school system are being offered in their place.

H.R. 7 moves federal support for career education from a grants to a formula basis. If the program is well funded it is quite possible that career education will become much more than the public relations campaign it has amounted to thus far. Given our legitimate concern that basic academic education be maintained, and given the very real financial pressures faced by school systems today we urge:

*H.R. 7 should be amended to contain a non-supplant provision which would require that states use federal career education funds only as a supplement to local and state funding.

Our other major concern relates to the governance of public education. One of the ideas that has been popularized of late is the notion that career education which involves closer relationship between business and the schools could be better supervised by "education and work councils." H.R. 7 provides for grants to local education agencies for the purpose of "establishing and operating community career education councils." We have been seriously concerned with the possibility that new structures for implementing career education programs may in fact allow for the privatization of the public schools. Any look at the nature of business involvement in these programs can't help but raise the suspicion that what business might really want from career education is public subsidy for its own training programs. We therefore suggest:

> *The role and function of "career education councils" referred to in H.R. 7 should be clarified so as to insure that these councils are advisory and subordinate to local school boards.

These recommendations and the others that follow are supported by a survey that American Federation of Teachers conducted which solicited opinions from its state and local leaders. I would like to make reference to a number of their specific comments here so that you can get a real flavor of how career education is perceived by teacher leaders in the field. They will also make much clearer exactly why the AFT has taken the position it has.

From Ontario, California:

> The programs pull students away from academic classes during the regular day... There is poor supervision of both students and program. . . Our school board is on the band wagon. Other required courses for graduation have been dropped . . . but career education and work experience have not been cut . . . There is only one counselor for every 300 students; they are terribly overworked . . . Funds have been channeled away from the regular program. Students see it as easy credit for pay while other classes such as languages, science, history, and

> English are cut and can't fill their enrollments . . . Students can graduate very early because of work experience . . . We are suspicious because of the Board's reactions and emphasis on this while they are cutting regular programs. There is much resentment.

From Dade County, Florida:

> There are excellent programs in both the high schools and adult education centers. A weakness of the career awareness programs is that the labs which have been set up in elementary schools as pilots are under the direction of aides and not of fully certified teachers . . . Basically academic standards for those in work experience programs have increased to a higher academic level. It seems quite apparent that work experience has demonstrated a greater need for education ...

From Chicago, Illinois:

> The program is beautifully conceived and beautifully presented on paper . . . The implementation is totally missing . . . Career education in Chicago exists only on paper and in brochures ...

From Broward County, Florida:

> To my knowledge the student goes to class for three class periods where he is taught math and English. Then he works for the second half of the day.

From Hayward, California:

> In their junior and senior years, students can earn a maximum of 2 credits a year by working at least 10 hours a week. These credits are in place of credits that would otherwise be earned in a classroom . . . I know there are violations of child labor laws and inadequate enforcement which affects students working in non-supervised jobs.

From Perth Amboy, New Jersey:

> Strengths of the program are: low class/teacher ratios and the provision of guidance services; the value of experience in the world of work; the making of more realistic career selection and the availability of experienced teachers. Weaknesses include: the fact that there is no coordination among programs and that there is no one person in charge of these programs. The central administration lacks knowledge in this area. . . At the middle school level students are given full credit as a major subject(s) for work in this area. At the high school level students may earn 15 credits per year towards their graduation requirement. . .

From Alexandria Bay, New York:

> There is lack of proper inservice training for classroom teachers in the area of career education. They feel that it is an add-on; they must be trained to make career education part of their core program. . . There is no satisfactory supervision for work-study students.

From FEA/United, the AFT's Florida affiliate:

> Guidance, psychological, social, occupational and placement services are organized into single student services program. Occupational and placement services include career education information, placement services and follow-up studies, and instruction in employability skills. The occupational and placement specialists also serve as liaison between employers and the schools ... they are not required to be certified instructional personnel. The specialists need only a high school diploma and two years of work experience to be employed, and are required by law to be paid as much as a teacher with a bachelor's degree. This, coupled with the school districts' failure to provide adequate orientation training for specialists, has led to many instances of breakdown in coordination and articulation with personnel in regular instructional programs. . .

From Corpus Christi, Texas:

> Usually the work is menial and unrelated to any particular field of study. (i.e.: students serve as waitresses, dime store clerks, busboys, etc.) . . . in elementary programs career education was given priority over reading, history and music.

From Nashua, New Hampshire:

> We lack the number of guidance counselors needed for the students. . . one vocational guidance position was created in the past year but more than one is needed for a 3,000 pupil high school.

From Montgomery County, Maryland:

> The shortened day for work study has eliminated teaching positions and possibly lowered academic standards. A student cannot participate in a class without being present.

Reports like these from our affiliates, when coupled with the legitimate issues and concerns raised by the AFL-CIO lead us to make the following recommendations for changes in H.R. 7:

> *We are curious as to why the bill suggests that states adopt a policy which says that career education is of "prime"

importance. Is this meant to imply that career education should take precedence over other educational areas? The response to our survey, as well as the information we have gathered from reports on the test score decline cause us to object strenously to this position. Career education must be viewed as a supplement to the basic curriculum and its implementation must be handled carefully so as not to detract from the learning of essential subjects in the schools.

*We find the emphasis on career guidance, counseling and placement and follow-up services utilizing counselors, teachers and other to be of utmost importance. We do not know your rationale for the figure of 15% to be set aside for these purposes but we would like to see it increased since we view counseling as one of the most important aspects of career education.

*While resource people from outside the schools might well be used in career education programs, we think it important that they clearly be under the supervision of certified personnel. The quality of supervision and the qualifications of career education personnel appears to be a problem in existing programs.

*The bill should stipulate that unpaid work experiences should not be provided as a substitute for academic work. We object to the use of federal funds to place students in the productive process with responsibilities comparable to adult workers. We also believe that programs of this type will inevitably have the effect of displacing regular workers from their jobs.

*The bill should make clear that funds provided should be used only to offer balanced presentations on the nature of the work place the world of work. Career education under the past administration leaned very heavily in favor of the interests of business at the expense of labor.

*Section 7. (a) (3) (J) provides that local education agencies get grants for "establishing and operating community career education councils." We have strong objections to this section unless it is made clear that such councils are to be advisory to local school boards and under their authority.

*As a formula grants program to states the bill should require that all federal funds it administers not supplant state or local funds.

While the American Federation of Teachers has been somewhat critical of career education as it has been conceived of and implemented by the last administration, we have hopes that this can now change. I have pointed to a number of our concerns and have attempted to give you specific reports as they come to us from our membership. But while we think these reservations are worth noting, we also think that H.R. 7, "The Elementary and Secondary Career Education Act of 1977" already gives emphasis where we would give it and acknowledges some of what we view as problems. If the bill could make even clearer that career education should in no way amount to the replacement of academic subjects with work experience, if its commitment to expanded guidance and counseling services could be strengthened, it would have our full support.

I hope I have offered you some evidence and insights that you might not otherwise have heard. The American Federation of Teachers is very appreciative of this Committee's interest in our views.

THE AFT LOOKS AT EDUCATION AND WORK POLICY

A POLICY RESOLUTION PASSED BY THE 1976 CONVENTION OF THE AMERICAN FEDERATION OF TEACHERS

Comprehensive public education is the cornerstone of American democracy. Open access to an education that provides breadth of learning, depth of understanding and equal opportunity should be the right of every child and adult. Education programs which enlarge the learning experience have the effect of increasing opportunities for students and expanding their life choices. Education and work programs should also cause this result. The effect of such programs should be to raise aspirations and increase prospects for upward mobility.

Education is for Life

The American Federation of Teachers believes that the purposes of education are both broad and varied. While an adequate education should provide students with the general intellectual skills to begin pursuing a variety of careers, career orientation is only part of this larger function. Education must prepare students to enrich themselves throughout their lifetimes. It must enable them to function as citizens who make basic economic, political and social choices well beyond the choice of a job. There is no such thing as being "overeducated." Job performance alone should never provide the total measure of the value of an education.

The efforts to relate education to job preparation are commendable. But they should not be built on false assumptions. High unemployment is not a result of educational failure. Those concerned with unemployment should look first to economic and job policies to solve unemployment problems. These might include support for public works and other job creating programs, tax policies which stimulate the economy, federal support for housing and construction programs, and an expanded federal role for education, health and welfare services, among others. As part of the AFL-CIO, the AFT recognizes that economic problems need economic solutions. The education sector should never accept blame for a youth unemployment problem it did not create.

Misdirection Must be Avoided

The idea that there is need for a closer relationship between schooling and job preparation has recently grown in popularity. "Education and work," as the concept is termed, may refer to a broad range of programs including "career education," "lifelong," "recurrent," "continuing," and even "competency-based" education. In recognizing the potential misdirection of some well-intentioned education and work programs, the American Federation of Teachers urges locals and state federations to participate in the development of such programs and adopts the following guidelines with regard to their implementation:

Expanded guidance and counseling services must be provided to all students. Career education programs which offer additional guidance—which expand upon the basic curriculum and which are aimed at career awareness—should be supported. Teachers may wish to use job resource persons in these programs, but such persons should be chosen by the teacher, and be under his or her supervision. Non-professionals should not be used in professional roles. Such programs should include accurate treatment of the role of labor unions and should deal with unions as well as employers in making job placements. In fact, such placement services should be expanded.

Alternative programs which have a career orientation may be provided for students who cannot function in, or who do not obtain benefit from, regular school programs. While some of these may involve work experience, they must be carefully constructed so that they are clearly the responsibility of the public school system and are aimed at broadening rather than narrowing youth's educational experience.

Where career education programs involve any kind of experience at the job site they should be tried only in industries where there is full employment and where no adult workers will be displaced. These programs must supplement a basic education and not act as a substitute for it.

The AFT will resist the creation of programs which involve watering down child labor laws, providing for subminimum wages, lowering the school-leaving age, or weakening health and safety laws related to work.

The AFT strongly opposes career education programs that involve turning over some of the responsibility for public education to the private sector. Cooperative "education and work" community councils should in no way undermine the authority of publicly elected or appointed school boards. We oppose voucher plans that would subject both education and its consumers to the whims and prejudices of the marketplace.

The American Federation of Teachers believes that the most hopeful education and work programs have not yet been tried and urges those already involved in career education—as well as many others who may recognize the importance of expanded adult opportunities—to support the following proposals:

Job training programs which build upon a basic education by combining further academic experiences with on-the-job experiences should be expanded. These might include internship programs for teachers, career ladder programs for paraprofessionals and others as well as apprenticeship programs.

More information should be made available on job availability, occupational projections, job access, etc. Information which is available should be compiled and disseminated in some useful form.

Adult education programs must be expanded. Such programs should service all adult educational needs whether they be for job training or retraining or for personal enrichment. They may take the form of worker sabbaticals, paid educational leave, deferred educational opportunity and the like. Programs that provide workers with recognized credentials should be available to them. Programs now offered by institutions of higher education that provide for career training should not be cut simply because they are expensive.

Restrictions against the use of public schools by adults must be reexamined. Special programs which allow adults to return to school to complete a high school program should be implemented.

OUR NATIONAL EDUCATION AND WORK POLICY: PITFALLS AND POSSIBILITIES

A POSITION PAPER OF THE AFT TASK FORCE ON EDUCATIONAL ISSUES

(By Eugenia Kemble)

> "Labor has warned against permitting vaguely thought through career education plans to convert the schools into simply job training institutions. Relating education to the world of work is important, but it is equally important that education be related to preparing students for the demands of citizenship, for their future roles as members of their families, and for the fullest development of their human potential. Although most of the official spokesmen for career education pay lip service to this principal, their actions do not always follows their rhetoric."
>
> —From the AFL-CIO Executive
> Council Report to the Eleventh
> Convention, October 2, 1975

The idea that there is a need to more closely relate schooling and job preparation has received a lot of attention from the recent Nixon-Ford Administration. "Education and Work," as the concept is termed, has an all-encompassing appeal which includes a broad range of programs—everything from "career education" to "lifelong," "recurrent," "continuing" and even "competency-based" education. But, promotion of these concepts is really motivated by quite different assumptions about the value of education—some positive, other negative. Some are committed to its intrinsic worth while others seem designed to mask programs that are not educational at all with the rhetoric of learning.

The subject is a vast one, and many of the programs it now incorporates seem to be moving in opposite directions. "Career education," for example, often emphasizes alternative educational programs for high school and junior high school students that may involve *substituting* work for academic experience in industrial settings outside the schools. Such programs aimed at "hands on," "real life" experience for youth may have the net effect of diminishing the academic and intellectual experience of school in the name of occupational "relevance." And, to support this theme, career educators want younger children to be exposed to curriculum that will provide for "career awareness." Unlike vocational education, which involves specific job training for students who choose it, career education is supposed to be for everyone.

Recurrent or lifelong education programs, on the other hand, are directed primarily at adults, and provide *additional* education which may or may not be work related. The youth oriented ideas can mean *less* education while the concepts aimed at adults suggest *more*. In the first instance work is viewed as a substitute for education while in the last more education is seen as a supplement to the basic high school education which most adults already have. Its purpose may or may not have anything to do with work. So far career education has managed to get by cheaply primarily on monies originally slotted for vocational education. Lifelong education, recurrent education and continuing education, on the other hand, have received little more than lip service—a fact that undoubtedly relates to their inevitable expense.

No one would deny that education and work are related. The real issue is what form any advocacy movement to increase that relationship takes. Whose interests does it serve—business, a Republican administration, educators, or the students themselves? Educational policy that emerges from the "education and work" theme could add significantly to educational enrichment of our nation's youth, or it could diminish their work possibilities and narrow their horizons. The thrust of one administration—whether at the federal or state level—need not be the same as its predecessor. Hopefully the analysis that follows will lead to support for positive programs and opposition to those that are dangerous.

I. The History

Education and work as a policy theme really begins with career education. The career education idea came originally from Sidney Marland, U.S. Commissioner of Education under Richard Nixon during 1970–72 and Assistant Secretary of Education during 1972–73. A proponent of closer linkages between business and the schools, Marland came to his post with a background in the advocacy of business education projects like performance contracting. Performance in "contracts" in which they would provide educational resources in return for agreed upon amounts of student achievement. To Marland "career education" represented still another means of turning educational functions over to private industry. In his book *Career Education*, Marland devotes twenty-two pages to the U.S. Chamber of Commerce's program for career education which included the following ideas: (1) that professional teachers exchange places with workers periodically; (2) that all high school students have work experience at reduced wages or under terms that allow them to be paid in academic credit; (3) that special job slots be allocated for youth so that they don't have to compete with adults, (the Chamber of Commerce would act as a recruiting center for these jobs); (4) that workers play a counseling role in giving career advice; and (5) that "every student leaving school be equipped with a marketable skill."

Marland's emphasis on the Chamber of Commerce ideas and their clear money-saving implications make it quite understandable why business was so enamored of his career education proposal. It also helps to explain why his book barely mentions organized labor's critical reaction to the concept. In speaking of the role of industry, Maryland says:

"* * * career education, wholly perceived, calls for a major change in the place industry occupies in education. There is a readiness on the part of industry for this larger responsibility. Strong commitments extended in recent years by the U.S. Chamber of Commerce and many individual corporations make clear the willingness of industry to take on new responsibilities in the development of the young."

Essentially, Marland defines career education as a combined academic and vocational thrust that begins in the earliest grades. The idea is to provide students with increased career awareness, and give them the skills they will need to get jobs as soon as they leave high school. The assumption is made that career education will help to reduce unemployment since "salable skills" are its end result. Supposedly this will also help to solve the problem of worker dissatisfaction which, allegedly results from over-education, overqualification and subsequent worker alienation.

Marland's method for promoting this set of ideas initially involved making a deal with the Chief State School Officers. He agreed to put $9 million of the Commissioner's discretionary funds into career education if the Chiefs would put $9 million of Vocational Act funds, which they got on a discretionary basis, into the same enterprise. In this way Marland managed to begin selling career education by using funds intended for vocational education. Apparently, it was enough money to promote a concept.

The next source of support for the Marland version of career education was *Youth: Transition to Adulthood*, a report of the Panel on Youth of the President's Science Advisory Committee headed by the well-known researcher, James Coleman. The report, also known as Coleman II, was an answer to the career education advocate's dreams. It lent research legitimacy to the idea that the role of the schools had to be transformed in the direction of supplying work experience.

Coleman II suggested that our nation's young people are an isolated generation and that part of their alienation from other age groups comes from the fact that society prolongs their state of dependency through the educational system. Among the solutions which Coleman II proposed were: (1) changes in school structure allowing for greater student choice including choice of nonacademic activities in non-school settings; (2) alteration of school and work experiences at the high school level; (3) shifting educational responsibilities to work environments, including the use of non-teachers in instructional roles; (4) the expansion of the role of youth communities and youth organizations; (5) removal of restrictions that prevent youth from working, including revision of child labor standards, lowering the school-leaving age and creation of a dual minimum wage that would allow lower payments for youth workers; (6) voucher payments to youth to allow them to pick their own form of education; (7) increased public service opportunities for youth along the lines of VISTA, the Peace Corps, Job Corps, and the Youth Conservation Corps; (8) more research on the problems of youth as well as on the effects of the above proposals.

Coleman II actually amounted to a compilation of assumptions and conclusions about the youth predicament. As a collection of essays by individual panel members, often supported by very little data, Coleman II seemed more an occasion for recommendations already arrived at than it did a comprehensive report. Its conclusions became a grist for the education and work mill—particularly for those programs that the administration was advocating in the form of career education.

Coleman II was not the only report to serve this purpose. It was soon followed by *The Reform of Secondary Education, A Report of the National Commission on the Reform of Secondary Education*, a group established and funded by the Charles E. Kettering Foundation. While the Commission's recommendations pretty much mirrored those found in Coleman II, it added the idea that instruction should be "performance based," meaning that teachers should establish highly specific instructional goals geared to equally specific student performance skills. It also suggested that "career education advisory councils" including representatives of labor, business, the community, students and former students be established to assist in planning and implementing career education programs in comprehensive high schools. B. Frank Brown, chairman of the Commission, has been one of the more outspoken advocates of a lowered minimum school-leaving age and has proposed that states reduce their requirements to age 14.

Marland's idea was off and running. A few reports and some money intended for vocational education had made career education a popular educational concept. Next came Gerald Ford's address at Ohio State University in August of 1974 shortly after he was sworn in as President. Coming as it did, right after Ford took office, the Ohio speech with its theme of education and work sent the federal bureaucracy into a frenzy of activity. By October 1974, the daily education newsletters were reporting on major federal policy initiatives that would link education and work. Things did not get settled so quickly. Nothing much concrete came of this in the way of money but the public relations continues.

The latest activities sponsored by this administration include an invitational meeting sponsored by the Department of Commerce in October of 1976 and a massive conference on career education held in November and put together by the Office of Career Education. The conference claimed attendance by more than 5,000 participants. The Chamber of Commerce meeting featured Secretary of Commerce Elliot Richardson presenting an "agenda for action" in career education to a largely business audience.

Among the proposals which Richardson put forward was the idea that corporations should "take the initiative" in career education and "be sure career education is school policy." He also suggested, "this is not an add-on program, but a reform movement that not only improves basic academic skills but also their application to careers and lifestyle," and urged attendees to "support efforts to review and revise laws, regulations and certificaiton requirements which impede work experience and career development."

Education and work is getting added attention from a publication of the National Manpower Institute headed by Willard Wirtz, former Secretary of Labor under both Presidents Kennedy and Johnson. The Wirtz book, called *The Boundless Resource—A Prospectus for an Education-Work Policy*, has as its main theme the idea "that there be established, in at least twenty-five cities, Community Education-Work Councils through which school officials, employers, members of labor unions, and members of the public engage collaboratively in developing and administering education-work programs; and that these pilot projects be carefully evaluated, over a five-year period and on a comparative basis, to determine their practicability and effectiveness."

The Wirtz panel, whose work was supported by the Rockefeller Brothers Fund, the Carnegie Corporation, Harvard University, and corporate sponsors of the National Manpower Institute—especially the General Telephone and Electronics Corporation—also calls for: (1) improved occupational and career reporting systems; (2) expanded career guidance and counseling in the high schools; (3) work or service experience for all high school students; (4) the encouragement of one or two year breaks in the formal educational experience during which time youth would be encouraged to engage in apprenticeship or internship experiences; (5) a review of laws and other constraints against movement into work; and (6) the opening up of public education facilities to use by adults. The Wirtz group also recommends a number of hopeful departures in the adult education area by suggesting that any adult who has not received at least twelve years of formal education be entitled to up to four years of free public education. The report also recommends that after a stipulated period, such as five years, workers be entitled to free tuition for a year's "Deferred Educational Opportunity."

Not to be ignored in the Wirtz scenario are what amount at this point to boiler-plate references to the need to change credentialing mechanisms; the idea of offering academic credit for work experience; the need to change child labor laws so as to allow teenagers to work; and the need to rethink the effects of minimum wage laws on youth unemployment. This report, as in the case of the others discussed earlier, relies heavily on an analysis that high youth unemployment is somehow related to the irrelevance of their education.

Bringing the history of the recent education and work movement up to date requires brief mention of a number of events which indicate that Willard Wirtz is not alone in keeping its banner flying. Representative Carl Perkins, Democrat of Kentucky and Chairman of the House Education and Labor Committee, has been interested in career education for some time. The new vocational education authorization includes $10 million for federal assistance to the states in planning career education programs that emphasize career awareness, career exploration, career planning and assistance in career decision-making. A $215 million authorization for guidance and counseling in the same bill will be used to take educators into business and industry and bring employed persons into the schools. Apparently the planning money—pegged for Fiscal 1978—is intended to pave the way for a larger career education bill Perkins hopes to get enacted in the spring of 1977.

The National Education Association has also managed to get caught up in the movement to link business with education. In the fall of 1975, the NEA held a conference to promote the linkage idea and invited 60 corporations, education groups and government agencies to participate. Apparently the NEA is enthusiastic about the projected role for business in the schools in seeming ignorance of education's stormy experience with performance contracting. Another conference is scheduled for the fall of 1976. Key companies leading the effort are American Cyanide, General Electric, General Motors, American Telephone and Telegraph, The International Paper Company and Equitable Life Insurance. Not surprisingly, labor has not been involved in this arrangement.

II. The Programs

The growth of a climate of opinion which suggests that schools are not doing their job in preparing students for the work place has come at a time when economic and social conditions outside the schools have taken a devastating turn. Any analysis of the success of schools vis-a-vis work preparation cannot help but take into account that unemployment rates are the highest they have been in this country since the depression: that youth unemployment has risen dramatically and now represents a larger proportion of all unemployment than it ever has; that the problem of truancy is ever-increasing in scope and that school violence and crime have experienced an extremely troublesome upswing. The real questions posed by the intellectual atmosphere supporting current education and work policy is: Are the answers that call for a diminishing of the school role in favor of workplace experiences administered by other institutions really answers that are geared to a correct analysis of the problems? And, ultimately, what is their meaning for education?

Any attempt to answer such a question requires a brief look at what those divisions of HEW now administering career education or education and work programs say they are doing and a description of what some of the programs actually do. For the most part, what has happened is that funds already appropriated under other acts and titles have been used to shore up the career education idea. By Marland's own account $114 million of Office of Education administered funds coming from categories already designated vocational education, adult education, higher education, dropout prevention and education professional development were also pinpointed as career education funds in 1972.

When the National Institute of Education got into the education and work business after its creation in 1972, it started out with a number of career education programs inherited directly from the Office of Education. According to Corrinne Reider, who handles these programs for NIE, as of Fiscal Year 1975 about $40 million of the $45 million invested by the agency in career education had been for OE initiated programs that fall within four basic models. The $5 million that NIE had for discretionary programs was used to evaluate its other career education activities and to develop curricula, films and other materials, and for basic research and policy analysis. In Fiscal Year 1975 NIE put about 13% of its $70 million budget into both inherited and discretionary programs. In Fiscal Year 1976 it spent $14 million for career education. Its '77 allotment will be about half of that.

The $10 million specifically authorized under the Educational Amendments of 1974 for career education was granted by the Office of Education to 81 demonstration projects during Fiscal Year 1975. The Fiscal Year 1975 awards marked the first separate career education budget line item approved by the Congress, although numerous career education activities have been funded by the Office of Education under six different pieces of legislation since 1970. In Fiscal Year 1976 the Office of Education put $8 million into demonstration projects and $2 million into 47 state plans.

OE and NIE are not alone in the career education business. Among the more controversial of the specific programs categorized as career education is the Work Experience and Career Exploration Program (WECEP) administered by the Department of Labor and state education agencies in 13 states. The program had originally allowed that students of 14 and 15 years of age be employed for as much as four hours during the school day and that they be paid a subminimum wage. Studies have indicated that their presence on the work site has had a displacement effect on other workers. While controversy which arose over WECEP has caused the hours of work to be limited to three and has resulted in insistence on minimum wages, the original intent of the program is still common to many of the education and work ideas. Many of WECEP's original provisions were rescinded largely under pressure from the AFL-CIO. It is still possible to employ 14 year-olds under WECEP programs who will receive credits for their work experience, any part of which may be during school hours.

While the broad range of career education, guidance and general awareness programs are worthy of strong support, a number of those that substantially change the curriculum are controversial enough to require some criticism. Writing in the November 1973 issue of *School Review*, Robert J. Nash, a career education critic, cites a number of programs as being overly concerned with instilling a "market mentality" in the early grades: he describes one of them as follows:

"* * * the Ajo public schools in Arizona have instituted the 'Allen Dollar' system in order to teach students 'individual initiative,' the 'value of achievement,' and the economic conditions 'a youngster will be exposed to in the work world.' On the first day of school, students are each given twenty-five Allen Dollars (gift-redeeming tokens) and told that school is a "job" which they have been hired to do for the year. During the term, youngsters earn more money by satisfying such career-oriented criteria as neatness of work, punctuality, and improvement of economic awareness. The originator of the system, John Allen, believes that in spite of the occasional stealing, the Allen Dollar sytem is 'exciting and fun' and teaches the class to maintain a 'balanced economy.'"

That such programs reflect a narrow redirection of curricula hardly needs mentioning. They are also markedly unbalanced. A career education program that gives substantial attention to the role of unions or criticizes big business is yet to be found. But more important is the meaning of such programs when they encourage specialized thinking at such early ages. There is a certain mean cynicism in the truth of John Session's quipped observation that 'kids used to go to the zoo to learn about the monkeys, now they go to find out what the zookeeper does."

Career education in Georgia, for example, gets down to business pretty quickly. By the junior high school level students are encouraged to progress toward tentative choice of an occupational area and are placed in business, agricultural and industrial settings to observe work. Before long they are performing simple tasks in a simulated work environment and finally they go through direct "hands on" experience at a specific job. At the high school level, students prepare for job entry and either enroll in cooperative programs or prepare for further vocational training.

Oregon is the leader in linking career education to competency based education. The competency approach also leads toward early specialization. By 1978, Oregon high school graduates will be required to have completed 130 hours or about one school year of career education courses. Another requirement is that students develop what are called "survival-level competencies" in career education. Elementary and secondary students can also work on competencies and by 1977 all elementary schools will be required to offer career awareness courses.

The experience of career education in Oregon and Georgia is evidence of how the Marland approach to the Chief State School Officers paid off. An article in a recent issue of the *Harvard Educational Review* called "Rally 'Round the Workplace: Continuities and Fallacies in Career Education," by W. Norton Grubb and Marvin Lazerson points out that "Almost every state department of education has appointed career education coordinators; many states have passed or are considering career education mandates in their education legislation, and have developed comprehensive career education development models. In 1974, 30 percent of the country's 17,000 school districts had formally brought career education into their schools." The number is undoubtedly even greater now. With a minimum stimulus of federal money career education has thoroughly penetrated every level of education. Where the federal government has fallen short apparently states and localities have picked up the slack.

The programs cited here have features educators will want to watch out for. There are also numerous programs which afford necessary guidance and awareness counseling and are clearly a plus for the students who can take advantage of them. Since there is much that is right about career education when it represents either an addition to the curriculum or expansion of counseling resources it becomes all the more important to raise questions about programs of dubious value that may be offered as a substitute for basic and important curricula already in existence. Pointing to areas or programs worthy of criticism should not be interpreted as an indictment of career education but simply an effort to encourage correction of basic problems.

III. The Thinking

Perhaps the most interesting aspect of the concept is the assumptions it makes about what the problems of youth are and the curious mismatch of solutions to problems it then comes up with. Running through all of the reports and career education programs is the idea that high unemployment among youth is somehow related to inadequate educational preparation—that schools are not providing each student with a "salable" skill after high school. Sidney Marland says, for example, that, "while career education was not conceived, as some have suggested, as a hasty political response to unemployment, it should have a significant long-term effect on reducing unemployment." Willard Wirtz asserts that, "the reason a lot of those 4 million 16 to 19 year-olds will be delayed too long moving from education to employment is that they will have ended their education without ever even being exposed to what work—employment—means." In *The Boundless Resource*, Wirtz expresses shock at the fact that the youth unemployment rate is now 20% and approaches 40% for black youths. The ever-growing proportion which youth occupy the total unemployment statistics, as well as the high percentage of unemployment within the youth category itself, are fundamental points made by those who argue that education is somehow failing in job preparation.

The youth unemployment arguments fail to shore up career education for a number of very good reasons. Martin Mayer makes the best point in an article called "Growing up Crowded" in the September 1975 issue of *Commentary*. He says that because of the postwar baby boom there are, quite simply, many more youth. And, since youth have problems, any social problem that involves them is going to reflect a dramatic increase. Assuming Mayer is at least partly right, is worth pausing to reflect upon the possibility that rises in youth unemployment, youth alienation and youth crime and youth drop-outs may be in large measure a result of the fact that we have more youth even though this doesn't make the problem asy less serious.

There are other reasons why youth unemployment does not provide an adequate mainstay for career education—and certainly not when career education means less schooling rather than more. Herbert Bienstock, who heads the Labor Department's Bureau of Labor Statistics, has said that the demand for college graduates is expected to grow at three times the rate of demand for all workers in the American Labor Force, based on long-term government projections. His view is confirmed by Anne McDougal Young in the August 1975 *Monthly Labor Reports*. She points out that, "Although public attention has been directed toward the difficulties experienced by recent college graduates in finding jobs with career potential, they had not felt the impact of the declining economy as much as persons with lesser educational attainment. Their unemployment rate was about the same as a year earlier. Differential employment rates between whites and blacks have also been explained by level of educational attainment in *Monthly Labor Reports*.

What this would seem to mean is that employment prospects are bad now for college graduates because they are bad for everyone. But, since college graduates are still preferred over others, if employment picks up they will be the first hired. This also means that in periods of high unemployment the people with college degrees still stand a better chance of getting jobs than those without. This would seem to make the Marland idea that every student should graduate from high school with a "salable skill" impossible since even those who may have some training will have to line up for jobs behind those with college degrees. Skills won't sell unless there is a market for them. So, while career educators blithely talk about reducing the minimum school-leaving age for reasons of job-relevance the college degree continues to be the best job ticket available. Jack Sessions' conjecture that in some respects career education programs seems to be working hand-in-glove with efforts to decrease college enrollment by raising tuition would seem to be right on target.

Martin Mayer throws an interesting twist into these observations. He says that college enrollment is highest in periods of high unemployment and that it goes down when the labor market expands and employers need worker so much that they become less choosy about their credentials. If this is true, then the 1970's career educator's advice that youth unhappy with school concentrate on finding alternatives and work experience is exactly the opposite of what it should be. Such youth will only be adding to the flood of unemployed already in the labor force and their chances of employment without any credentials will be very slim. One wonders why a proposal that might make some sense in a period of high employment is being pressed when there are no jobs to be found.

The career education reasoning becomes even more suspect when one takes a look at the composition of the labor force and the direction it is moving in. Between 1960 and 1970 those job categories showing the greatest increase are white collar jobs. White collar jobs grew 34 percent, which was nearly double the rate for total employment. Within this category, professional, technical and kindred workers was the fastest growing subgroup as it was in the 1950's. Blue collar jobs rose by only 9% while service workers retained their same relative share of the total work force. White collar employees rose to occupy 45.6% of the total work force in 1970 while the blue collar share fell from 36.5% to 33.4%. Among those jobs experiencing the most rapid gains—with growth rates of 10 times or more—were computer specialists, bank officer and financial manager, sales manager except retail trade, computer and peripheral equipment operator, teacher aide, cement and concrete finisher, earth driller, school monitor, and welfare service aide.

While not all of these jobs require a college education, most of them require educational skills that a community college or college degree would give the competitive edge to, particularly in a period of high unemployment. The point is that while education cannot determine the labor market changes and therefore cannot erase unemployment, the nature of the labor market is generally moving in a direction that requires more rather than less education. And, where highly specific skills that require training rather than a broad general education are the basis for employment, the possibility that such jobs may be wiped out with some new technological change means that candidates for employment must have an educational base that enables them to be retrained relatively easily. Arguments like these raise another whole set of questions surrounding issues like: the meaning of general education as a preventative to structural unemployment; the job value of credentials; the effects of education on both the size of the labor force and the degree of competition within it, especially in a period of high unemployment; the quality of jobs available to those who have only a high school degree; and the value of a general education to retrainability.

These are complicated issues which have a direct bearing on the merits of a concept like career education. Unfortunately, many of them have been practically ignored by career educators. While this group spends a lot of time, for example, attacking academic credentials as being irrelevant to job performance, few career educators address themselves to the need for intellectual and performance adaptability among job specialists whose jobs may be wiped out by simple technological changes. Even fewer understand that such adaptability just might be related to the thinking skills learned through academic training and not to the performance techniques derived from career training. In an extremely useful article called, "Education for Work: A Full Employment Strategy," Eleanor Gilpatrick, writing in the March 1975 issue of the *Annals of the American Academy of Political and Social Science* makes one of few intelligent analyses available on the relationship between education and employment. Viewing education as a preventative to unemployment, assuming the job market is good and assuming that everyone has a sufficient amount of general education to be capable of retraining, she notes:

"* * * it is evident that liberal arts programs, just as surely as engineering programs, have in the past trained individuals in the skills and knowledges which are viewed by employers as relevant for job performance. In the case of the liberal arts, it happens that a vast array of white collar work has required generalized intellectual skills which have been developed in conjunction with the presentation of less relevant specific course content."

She also says that where the liberal arts has fallen short in this regard it is because of recent pressures to transform education into a production line mold:

"The demise of small class size, of class discussion, and of the clash of ideas at the undergraduate level may well be one reason that graduates of liberal arts programs appear to be less prepared to offer the generalized intellectual skills needed for upper and middle level work. Skills require practice in order to be learned, and lecture sections, multiple choice exams, and non-controversial classroom experiences to not provide practice in intellectual skills."

If Gilpatrick is right, then the career educators must be very careful. Their thrust toward specialized job training may be depriving young people of general capabilities they will need to readjust to a number of jobs over lifetimes that will experience ever-increasing rates of economic change.

Many critics of career education as we know it would carry the need for a basic education one step further. A number of labor intellectuals including Gus Tyler, Walter Davis, and John Sessions have pointed out that the labor movement values education not only as an *entré* to jobs, but because it had always stood for the idea that universal education produces an informed citizenry that must be intellectually equipped to run a democratic society. Education is thus a guard against worker and citizen exploitation and must be had by everyone. It also enables people to choose among a greater range of alternatives in leisure time activities and to enrich their experiences generally.

Suggesting that a strong basic education is essential for every worker is not very convincing to career educators committed to the idea that credentials are simply a barrier to employment and have nothing to do with job performance. The battle cry now is "job-relevancy." The American Federation of Teachers has had considerable experience with the unwillingness of anti-credentialists to accept the simple common sense argument that a teacher who knows something just might be better than one who doesn't. Since a college degree is now a job ticket—for teachers as well as for many others—their idea is to somehow claim that the ticket, particularly since it is an expensive ticket, is really irrelevant. These claims are now being made in the case of teaching regardless of the fact that there is no proof whatever to substantiate the argument. If we look at the situation a little more closely the real intent becomes clear. If the expensive job ticket can be discredited then no one will have to pay for it and, in addition, the higher salary that it may now bring can be lowered. Career educators must answer the charge that their movement could be a vehicle for lowering salaries and dismantling education.

Throwing all those non-credentialed people into the labor force has other economic implications. For one thing, it increases the number of people looking for jobs which means that it increases competition. Naturally, this also means that it increases the pressure for people to work at lower wages and diminishes the power of their unions to protect them. Career educators must be wary that they are not responsible for a policy thrust that could undermine the credibility of education, increase competition in the labor force, create pressures to lower wages and hire cheaper employees, and mislead youth into thinking that less education is better than more. The irony is that before the recession when more education was still valued as an undertaking worth pursuing, more youth were employed than ever before. Putting this together with the pressures to weaken child labor laws, lower the minimum school leaving age and pay students with subminimum wages, the general claim that career education will help the youth unemployment picture seems to be on very shaky ground.

It becomes increasingly obvious that all of the above outcomes of career education seem to have more advantages for business than anyone else. Aside from the indirect effects cited above, a number of promoters of the education and work theme are suggesting that business pick up part of the responsibility for school by serving on education and work councils and by getting involved in student work projects. Any serious analysis of the Nixon-Ford education and work policy must recognize it as an effort to promote privatization of education and reduce some of its intent to purposes of the profit motive. Moving in such a direction also poses a direct threat to the authority of local school boards who legitimately control a democratically administered public school system.

There are numerous other reasons why educators must be circumspect about much of what now fits the name career education. Paralleling career education's attack on education is its assumption that there is something inherently preferable about the work place as an experience for youth. Coleman II presumes, for example, that the exposure youth will get to adults through work-place experiences will somehow expand their horizons and erase the generation gap that now exists between age groupings. But, the potential quality of these substitute experiences is not examined very carefully. There are questions to be asked about which adults youth are likely to be exposed to via low level youth-type jobs. There are also questions to be asked about the impact of the work environment on young people—is it likely to enhance or stifle their imagination for career choices?

While the intent of career educators in this regard seems to be lofty and expansive, their continuous repetition of the relevance theme must be tied to another notion they seem to like—the idea that too many people are "overeducated." A policy paper of the Office of Education called "An Introduction to Career Education" makes this point clearly:

"American education has not kept pace with the rapidity of change in the post-industral occupational society. As a result, when worker qualifications are compared with job requirements, we find overeducated and undereducated workers are present in large numbers. Both the boredom of the overeducated worker and the frustration of the undereducated worker have contributed to growing worker alienation in the total occupational society."

It has to be understood immediately that what this is really talking about is the dire effects of too much education. Presumably if education is kept to a minimum no one will expect too much from his or her work—either in the form of fulfillment or money. Given this career educators are hard-put to answer the charges some have made that career education promotes social tracking and will inevitably end up maintaining class and racial educational differences are true.

Much of the romance career educators have with the work environment over the school environment comes from the Coleman II idea that somehow educational institutions prolong the dependency of youth and delay youth's assumption of responsibility. Voucher proposals are a variation on this theme since they suggest that the burden of educational decision-making be shifted totally to youth by throwing educational support into the market place of youth chóice. Such solutions, either in the form of student work programs or vouchers, can be questioned on a number of grounds. And, since the "youth-is-too-dependent-and-it-is-education's fault" theme is little more than conjecture at this point, such questions certainly must be raised.

The most obvious reason to wonder whether youth jobs will really result in an increased sense of responsibility is to look at the quality of the job themselves. A glance, through "Bridging the Gap: A Study of Education-to-Work Linkages" a publication of the College Entrance Examination Board (now headed by Sidney Marland) shows that most emphasis in student jobs is placed on low level industrial jobs. Given the employment picture and the inevitable unwillingness of industry to give high school students either responsible jobs, of adult level pay, it is hard to believe that such youth jobs are really raising the level of student responsibility or doing anything to substantially change their very real position of dependency. Most low level industrial jobs do not require much responsibility, nor is the worker's position anything other than one of dependency on the employer. The worker depends on the employer for a living. If anything, his work dependency relationship is probably even more debilitating than the ones students might suffer. This is one reason why the labor movement has been trying to increase the power and dignity of workers for the last 100 years.

The voucher idea gives students their choice on what route to career development they want to take. It turns over any institutional responsibility for advising students about job possibilities based on occupational projections to the students themselves. It presumes that high school graduates are already in a position to decide, and that it is simply up to educational and training institutions to swing gently in the breeze—whichever way it is blowing. The essential message is that institutions are wrong and the students will be right. It is true that institutions have been wrong—teacher education schools, for example, totally failed to predict the tremendous decline in the birth rate that followed the post-war baby boom and kept right on merrily training teachers for jobs that would not exist—but are we to then assume that students fresh out of high school are in a better position to survey the job scene and come up with the correct choice about their long-term career future? Obviously it makes much more sense to redirect institutional supports to assist in the process of career development and career choice than it does to simply throw the responsibility to naive and inexperienced youth.

IV. The Potential

If the analysis behind career education is weak and if many of the programs seem to be more in the interests of big business than they are in the interests of our nation's youth, what is there in the idea that represents a positive direction? Even if career education cannot solve the youth unemployment problem certainly there are youth problems that well-directed career education programs could help with.

Career awareness programs that fully explain the nature of a variety of work settings cannot help but be valuable. Extensive counseling services that not only tell youth what jobs are like, but provide them with realistic projections on the future stability of those jobs, their pay scales, their hazards, their geographical distribution, the nature of their unionization, what education they require, and other crucial information would be invaluable. Rather than simply throwing job choices out to young people, such choices must be thoroughly supplemented with a wealth of vocational information. Counseling services have been adequate in our schools. Unfortunately they are often the first to be abandoned in a budget squeeze. If there is anything that needs full support from career education advocates it is expanded counseling.

At its 1976 convention the American Federation of Teachers passed a comprehensive resolution on education and work which was both critical of some approaches and raised real hopes for what positive programs could be. The resolution urged AFT state federations and locals to become involved in program development and put forward the following as positive approaches:

"Expanded guidance and counseling services must be provided to all students. Career education programs which offer additional guidance—which expand upon the basic curriculum and what are aimed at career awareness—should be supported. Teachers may wish to use job resource persons in these programs, but such persons should be chosen by the teacher, and be under his or her supervision. Nonprofessionals should not be used in professional roles. Such programs should include accurate treatment of the role of labor unions and should deal with unions as well as employers in making job placements. In fact, such placement services should be explanded.

"Alternative programs which have a career orientation may be provided for students who cannot function in, or who do not obtain benefit from, regular school programs. While some of these may involve work experience they must be carefully constructed so that they are clearly the responsibility of the public school system and aimed at broadening rather than narrowing youth's educational experience.

Convention delegates were cautious in their support for career education, and issued a number of strong warnings:

"Where career education programs involve any kind of experience at the job site they should be tried only in industries where there is full employment and where no adult workers will be displaced. These programs must supplement a basic education and not act as a substitute for it.

"The AFT will resist the creation of programs which involve watering down child labor laws, providing for subminium wages, lowering the school-leaving age, or weakening health and safety laws related to work.

"The AFT strongly opposes career education programs that involve turning over some of the responsibility for public education to the private sector. Cooperative 'education and work' community councils should in no way undermine the authority of publicly elected or appointed school boards. We oppose voucher plans that would subject both education and its consumers to the whims and prejudices of the marketplace."

For all that is mis-directed in career education, as it is now being implemented, there is much to education and work as a policy theme that escapes the analytical pitfalls in which career educators seem to be trapped. In fact, the misleading assumption that less education is better than more when it comes to jobs, could be turned around to support expanded adult education in the cradle-to-grave framework of lifelong or recurrent education. All of the warnings just made to career educators against diminishing general, liberal education, and thus hurting the job prospects of youth in a changing economy, could also be issued as exhortations in favor of expanding a variety of forms of adult education.

One good project that has recently emerged within this framework is a contract between the National Manpower Institute and the National Institute of Education to study educational benefits programs negotiated by unions. NMI head, Willard Wirtz's excellent idea of a year's "deferred educational opportunity," and his proposal that adults without a high school education be provided with as many as four free years of additional education are other proposals that recognize the real value of education to jobs and to life in general.

Even some of those who work for the Office of Education seem to have this view. Raymond E. Wanner of the Office of Education's Institute of International Studies has looked at what goes on in a number of European countries in making recommendation for new programs in this country. He has pointed to paid educational leave, workers sabbaticals, government supported education, and open educational access at universities for all workers over 25 as positive programs. Unfortunately none of these ideas have ever gotten off the ground in this country—probably because they give legitimacy to the notion that educational institutions have a major and somewhat expensive social role to play. The American Federation of Teachers believes that these are the most hopeful education and work programs. It is too bad they have never been tried. The AFT convention resolution urged those already involved in career education as well as many others who may recognize the importance of expanded adult opportunities to support the following proposals:

"Job training programs which build upon a basic education by combining further academic experiences with on-the-job experiences should be expanded. These might include internship programs for teachers, career ladder programs for paraprofessionals and others as well as apprenticeship programs.

"More information should be made available on job availability, occupational projections, job access, etc. Information which is available should be compiled and disseminated in some useful form.

"Adult education programs must be expanded. Such programs should service all adult educational needs whether they be for job training or retraining or for personal enrichment. They may take the form of worker sabbaticals, paid educational leave, deferred educational opportunity and the like. Programs that provide workers with recognized credentials should be available to them. Programs now offered by institutions of higher education that provide for career training should not be cut simply because they are expensive.

"Restrictions against the use of public schools by adults must be re-examined. Special programs which allow adults to return to school to complete a high school program should be implemented."

Hopefully the debate on how education and work should be related will continue. Certainly our policymakers have not yet come up with programs that adequately meet the needs of youth for a solid basic education. Nor have they provided young people with a realistic assessment of how education and training relate to their career futures. They have not even tried to deal with these problems when it comes to adults. In watching the discussion proceed hopefully it will be remembered that without educational opportunity—even given its shortcomings—none of us would be equipped to discuss the issue seriously. There are probably not very many writers of reports or federal bureaucrats or educators who would choose the assembly line over the jobs they have now.

STATEMENT OF EUGENIA KEMBLE, AMERICAN FEDERATION OF TEACHERS, AFL–CIO

Ms. KEMBLE. I would like to say that we are really very pleased to be here representing the American Federation of Teachers and I think from the materials that we have sent over, you will see that the AFT has been following the career education issue very closely.

Our convention in August, 1976 dealt very thoroughly with the issue and we passed a comprehensive resolution on it. Most of what I am going to say is reflective of what is in that resolution.

Because of the problems of definition with career education, the rhetoric and the generalities that surround it as a concept, we think it is very important that it be talked about in terms of specific programs. Our interest on the positive side is in the expansion of guidance counselling services, and we are pleased to see a reflection of this concern in the law of the set-aside of a minimum of 15 percent for those kinds of activities.

I think that you will see, as I reported in my written testimony, that the numbers of students who actually get exposed to guidance counselling services is very low, and we are hoping that the additional sums provided here will help that.

We also think it is important, however, that despite this positive interest and thrust, that you should look at some concerns that we have had and that we think are very problematic in terms of career education.

First of all, we think that it is built on the idea that youth unemployment is a responsibility of the schools, and this is something that we very strongly reject. We feel that the youth unemployment problem is clearly a result of economic policies and also the fact that you have a very large number of youth entering the labor force now, much larger in proportion to the general adult population than has been true in the past.

And of course, when you have a high unemployment rate in the adult population, that forces youth even further back in terms of lining up for jobs.

We reject this kind of notion and are concerned about provisions in the bill that might allow for work experience as a substitute for academic and basic skills training, built on that kind of a presumption that youth unemployment is a responsibility of the schools.

I might also say that we also noted in the definitions section, a provision which said that funds under this law would not be used specifically for jobs skills training, and we are certainly appreciative of that provision and think that it could be even amplified further.

Another reason that we have this kind of concern is that we feel from our look at career education programs that many of the kinds of job experiences that kids have are in low level jobs—bus boys, waitressing, auto mechanics shops. These are the kinds of things that come into us from our membership in terms of reporting on it.

Another concern that we have—and I do not claim to say that there is a definitive and thoroughly researched support for this—but we think that the coincidence between declining test scores and a rise in the kinds of substitute in the curriculum that programs like career education represent is too strong a coincidence to ignore. As you know, many studies have come out in the past year pointing to this decline in test scores and a number of them say that one of the reasons is that high school students have been electing less in the way of English, history, basic math courses and the authors of these studies feel that there may be a relationship between this decline and the kind of substitute programs that career education offers.

I think I had better move to the specifics of our recommendations for changes in the legislation.

First of all, we think that there is no provision in the bill that really guarantees that local funds—or that Federal funds will not be substituted for local funds that are now going into basic programs. We think that a nonsupplant provision should be inserted in the bill. Our schools are in terrible financial trouble. We have reports from our leaders which say that it is much cheaper to put somebody into a work experience program than it is to assign him to English or history and that this kind of substitution is going on at the local level.

We are also very concerned that business and other private interests are moving into the control of public education. There is a provision in the bill which calls for career education councils at the local level. We think that there ought to be language that indicates that those councils are very clearly under the authority of local school boards.

We fear that business may be interested in moving its own training programs into the public schools and obtaining subsidies for those programs in that way.

I would like to just read one section or a survey that the AFT took of its local leaders. This is an example of the kinds of things that have come in to us at our national office. This is from Ontario, Calif., and I think that you will see that it really reflects a number of the concerns that I have been raising.

> The programs pull students away from academic classes during the regular day. There is poor supervision of both students and the program. Our school board is on the bandwagon. Other required courses for graduation have been dropped, but career education and work experience have not been cut.
>
> There is only one counsellor for every 300 students. They are terribly overworked. Funds have been channeled away from the regular program. Students see it as easy credit for pay, while other classes such as languages, science, history and English are cut and cannot fill their enrollments.
>
> Students can graduate very early because of work experience. We are suspicious, because of the board's reactions and emphasis on this, while they are cutting regular programs. There is much resentment.

Reports like these from our affiliates, when coupled with legitimate issues and concerns raised by the AFL-CIO—these are that career education programs may involve subminimum wages, the displacement of adult workers, violation or the encouragement of violation of child labor laws and compromising health and safety standards in the workplace—coupled with these, we would like to make the following additional recommendations, other than those which I have mentioned.

We are curious as to why the bill suggests that the State adopt a policy which says that career education is of prime importance. Is this meant to imply that career education should take precedence over other educational areas?

We do not think that it should, and we feel that that language should be dropped.

We find the emphasis on counselling very encouraging, and we are curious as to the 15 percent. We think that perhaps even more moneys could be set aside for these services.

While resource people from outside the schools might well be used in career education programs, we think it very important that they clearly be under the supervision of certified personnel. The quality of supervision and the qualifications of career education personnel appears to be a problem in programs that we have gotten reports on.

The bill should stipulate that unpaid work experiences should not be required as a substitute for academic work. We object to the use of Federal funds to place students in the productive process with responsibilities comparable to adult workers, and we also believe that this kind of activity could have a displacement effect.

The bill should also make clear that funds provided could be used only to offer balanced presentations on the nature of the workplace and the world of work. Career education in the past administration leaned very heavily on the interests of business at the expense of labor.

I think that that pretty much summarizes our concerns. We have attempted to give you some specific reports——

Chairman PERKINS. Let me thank you, Ms. Kemble and we will now hear from Dr. Hoyt. I know we all recognize that Dr. Hoyt is one of our important leaders in this area in the country and he has been organizing for the purpose of trying to promote career education for quite a period of time.

Without objection, Dr. Hoyt, your prepared statement will appear in the record at this point. Go ahead.

[The prepared statement and supplemental material of Dr. Kenneth Hoyt follows:]

TESTIMONY PREPARED FOR PRESENTATION BEFORE THE SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION, UNITED STATES HOUSE OF REPRESENTATIVES

February 9, 1977

Kenneth B. Hoyt

Mr. Chairman and Members of the Subcommittee:

My appearance before the Subcommittee today is an outgrowth of correspondence between you, Mr. Chairman, and Dr. William Pierce, Acting Commissioner of Education, U.S. Office of Education. Your letter to Dr. Pierce requested me to appear as an expert on career education, not as a representative of the U.S. Office of Education or in my role as Director of the Office of Career Education. Therefore, these remarks should not be viewed as representing the official views of that office. My remarks are limited to the topic of career education concepts and philosophy and exclude reactions to legislative proposals or legislative needs.

In an attempt to be both helpful to the Subcommittee and to meet the obviously necessary requirements of the U.S. Office of Education, I have prepared these remarks under three headings: (a) Current Nature of Career Education; (b) The Current Status of Career Education in the U.S.A.; and (c) Answering the Critics of Career Education. I make no claim that my views on these topics coincide with those of all others currently involved in attempts to conceptualize career education.

The Current Nature of Career Education

Career education is an evolving concept. It has changed considerably since first being introduced by former U.S. Commissioner of Education Sidney P. Marland in 1971. These changes have resulted in both narrowing its scope and in refining the clarity of its mission. Further refinement of the concept will surely take place in the years ahead. In spite of this, its basic dimensions have now been identified.

General Goals of Career Education

Career education is an effort to refocus the American system of formal education in ways that will bring a proper emphasis to "education as preparation for work" among the several basic goals of education. It aims to help all persons better understand and capitalize on the changing relationships between education and work.

Career education's basic contentions are that: (a) one of the basic goals of American education should be to prepare persons to work; (b) that goal is not now being adequately met; and (c) student needs with respect to this goal are both changing and growing to such an extent that this refocus is badly needed. Career education does not claim that "education as preparation for work" is either the only goal of American education or necessarily its most important goal. We seek neither to attack nor to detract from other basic goals of American education. Rather, we seek only to bring a proper emphasis to the goal of "education as preparation for work."

American education cannot be refocused by a "program add-on" approach. Thus, career education does not seek to become yet another new "program" to be added to all others currently existing. Rather, it seeks changes in the attitudes and actions of all educators involved in all existing educational programs. It is a "people change," rather than a "program add-on" approach to educational change.

Further, we claim that this effort cannot and will not be successful if limited to the actions of only professional educators. Thus, the career education effort also involves changes in the attitudes and actions of parents, members of the business/labor/industry/professional/government community, and the broader community itself.

Career Education and Problems of Youth Unemployment

To the extent that youth unemployment is caused by a scarcity of jobs, then new jobs are obviously needed. To the extent that youth unemployment is caused by a lack of specific vocational skills required for entry into currently available jobs, then programs of specific vocational skill training at the secondary, postsecondary sub-baccalaureate, and college/university levels are obviously needed. Career education advocates support the need for both of these kinds of efforts. We no longer claim, however, that they belong under the general term "career education."

To the extent that youth unemployment is caused by (a) a lack of basic academic skills; (b) a lack of self-understanding or understanding of educational/occupational opportunities; (c) a lack of ability to change with changes in the occupational society; or (d) a lack of a desire to work, then what is needed is career education. Career education, thus, contributes indirectly to problems of unemployment by contributing directly to providing persons with general employability skills.

While the perspective supplied here has been oriented around problems of youth unemployment, the same principles apply to problems of adult unemployment as well. The concept of career education fits with the concept of lifelong learning.

Specific Refocus Emphases in Career Education

Career education is best understood, in an operational sense, by viewing the specific ways in which it seeks to refocus American education. Here, each of the basic elements, expressed in terms of needed general employability skills, will be identified and briefly described.

1. Basic Academic Skills. Career education seeks to serve as a vehicle for refocusing the teaching/learning process, beginning in the early elementary grades, in three basic directions, each of which is designed to improve the effectiveness of learning. These are:

a. Toward an emphasis on purposefulness and meaningfulness related to why it is important to learn the subject matter. Other things being equal, pupil learning is increased when students think it is important to learn subject matter and when teachers think it is important to teach. Too often, one or both of these conditions is missing in today's classrooms. By emphasizing, where appropriate, that people use the subject matter in their work, career education serves as a vehicle for bringing a sense of purposefulness and meaningfulness to the teaching/learning process. This kind of refocus, if stimulated by career education, can, of course, be useful with respect to any basic educational goal.

b. Toward providing positive rewards for student accomplishment. Too often, the teaching/learning process is oriented around emphasizing student failures rather than student successes. Teachers have emphasized how many items the student flunked rather than how many he/she passed. We have emphasized that other students did better more than that this student did something. If we want students to achieve more, then we must credit them when they achieve to some recognizable degree. Career education, by serving as a means of emphasizing--and rewarding--the work of the student, can be a vehicle for improving student motivation to learn.

c. Toward using community resources in the teaching/learning process. By emphasizing the need for use of community resources in attaining the goal of "education as preparation for work," career education serves as an effective vehicle for greater community involvement in the teaching/learning process. It refocuses American education away from adding more and more programs--and so more and more costs--and toward greater utilization of existing personnel and physical resources present in almost every community. If career education can serve as a vehicle here, it obviously holds great potential for helping educators attain other educational goals in addition to those of specific concern to career education.

Each of these three refocusing efforts is designed to be helpful in improving student academic achievement. None is, in any way, counter-productive to attainment of any of the basic goals of American education.

2. Good Work Habits. No matter how many times persons change jobs during their adult lives, the possession and utilization of good work habits will be important to them. Career education seeks to refocus the teaching/learning process in ways that will encourage teachers, beginning in the early elementary grades, to equip students with the basic habits of productivity. These habits include: (a) coming to school (to work) on time; (b) doing one's best; (c) completing assignments one is given; (d) cooperating with fellow workers; and (e) recognizing that almost all workers must take orders and directions from someone. If teachers can consciously and conscientiously refocus their efforts toward teaching good work habits, educational productivity--i.e., academic achievement--should increase. So, too, should readiness of students to be adaptable to change in occupations when they become adult workers.

3. Self understanding through experiencing. To be able to make effective career choices related both to career entry and to career change, persons need to understand themselves in terms of their interests, aptitudes, and capabilities. Career education seeks to refocus American education so that opportunities for increased self understanding are made available to students through some form of real or simulated--paid or unpaid--work experience. It is [illegible] move away from so great a reliance on paper-and-pencil tests and toward providing students with opportunities to understand themselves through their own accomplishments and try-out experiences. It is a move away from depending only on educators and the school environment--and toward greater use of community resources as opportunities for increasing student self-understanding. It is a move away from an assumption that youth learn only during the school day and toward recognizing the educational value of many kinds of after-school experiences that could--and should--be made available to youth.

4. Understanding of educational and occupational opportunities. Career education seeks to refocus American education in ways that will broaden the opportunities of persons to choose from among the widest possible range of educational and occupational alternatives that can be made available to them. In terms of occupational opportunities, we follow a career development approach that begins with a general awareness of the world of paid employment in terms of its nature and social/economic/political necessity. We then move to helping students understand the relatedness of various occupations and then to helping them understand the nature and requirements of specific occupations. We try to accomplish this, in part, through refocusing efforts of professional counselors toward more of a careers emphasis and less of a psychotherapeutic emphasis. In part, we try to do this through greater utilization of community resources.

In terms of educational opportunities, we try to help students understand various forms of postsecondary education in terms of the implications each holds as preparation for work. It is a refocus away from viewing such opportunities in a hierarchical arrangement--where a "college education" is always at the top--and toward emphasizing the multiple kinds of postsecondary education settings that serve as preparation for work. In the case of talking with students about college attendance, career education represents a refocus away from an exclusive emphasis on the value of college as preparation for work and toward emphasizing the multiple goals and benefits of a college education.

The most basic refocus effort here lies in providing students with understandings of how to make the transition from school to work, from work to school, and, most important, how to mix work and school at various points in their adult lives.

5. Career decisionmaking skills. The greatest certainty facing youth today is the certainty of uncertainty--the certainty of rapid change. Career education seeks to refocus American education in ways that will encourage all teachers to help students acquire and utilize decision-making skills. We do this through encouraging a project, activity-oriented approach to teaching that puts students in the roles of decisionmakers. By so doing, students learn decisionmaking skills experientially as an integral part of the teaching/learning process, not as a new course in an already over-crowded curriculum.

6. Race and sex stereotyping. Both race and sex stereotyping have acted as deterrants to full freedom of occupational choice in American society. The legal requirements designed to overcome these obstacles in recent years must be supplemented with a moral commitment to end such stereotyping. Schools,

through both their texts and their educational practices have, in the past, contributed to continuing both race and sex stereotyping. Career education seeks to refocus American education so that, in every classroom at every level of education, positive attempts to eliminate both race and sex stereotyping are initiated. By using examples of such stereotyping as they act to deter full freedom of educational and occupational choice, career education serves as a vehicle for a general refocus of American education along these lines.

7. Job seeking, job getting, and job holding skills. American education has not put a high priority on helping students learn how to look for jobs, how to find jobs, or how to hold jobs. Career education seeks to refocus American education in ways that help every school leaver acquire these basic kinds of employability skills. To accomplish this goal, we try to use existing courses in which such skills can be taught as vehicles for better understanding the subject itself--particularly English and social studies courses. Moreover, community resource persons from the business/labor/industry/professional community can be and are utilized as experts in helping students acquire such skills. Students equipped with such skills can use them, at various times, throughout their adult lives. Without such skills, many students will continue to have trouble entering our occupational society.

8. Productive use of leisure time. Career education seeks to refocus the goal of "education as preparation for work" so as to include preparing students for productive use of leisure time as well as for work in the world of paid employment. Among the major reasons for this refocusing effort are: (a) the probability that more leisure time will become available; (b) the obvious relationships between wise vs unwise use of leisure time and productivity

in the world of paid employment; and (c) the continuing presence of many de-humanizing jobs in the world of paid employment that prevent persons from meeting their personal needs for self-fulfillment through their occupations. It is time that American education recognized and provided students with learning experiences related to volunteerism, to community self-help efforts, and other ways of using leisure time as a self-rewarding and satisfying part of lifestyle. Community resources--both personnel and physical resources--as well as after-school organized activities are essential in accomplishing this effort to refocus American education. Many teachers find that pointing out possible leisure time uses for subject matter also serves as an effective motivator for learning subject matter. Once again, this can and should be done in ways that add to, not detract from, efforts to help students learn subject matter.

9. Work in the home/family structure. Today, more than 60% of all American homes have two or more breadwinners. No longer is it typical for the mother to stay at home and the father to be the sole source of financial income. Career education seeks to refocus American education in ways that will better prepare youth for the changing kinds of home/family lifestyles they will face as adults. We seek to replace older, outdated teachings in this area with new substance that is more accurate for these times--and for the future. It is not a question of adding content where none existed before. Rather, it is a question of refocusing the content in this area in more appropriate ways.

10. Work as a human need. The most difficult and greatest single refocusing effort of career education is that designed to help each individual value work--paid or unpaid--as part of his/her way of living. Because career educa-

tion has devoted so much of its attention to this effort, some have suggested that "achievement education," not "career education," should be the basic term used to describe the entire set of refocusing attempts described here. We see "work" as a human need of all human beings—the need to do, to achieve, to accomplish—to know that the individual is worthwhile because she/he has been able to do something. It is because of this that career education advocates urge teachers to reward student accomplishments, not punish student failures, in the classroom—i.e., we try to establish the concept of "work" in a positive light beginning in the early elementary grades. In looking at the world of paid employment, career education asks elementary teachers to help their pupils see the societal contributions made by workers and to help pupils discover what makes work meaningful and rewarding to various kinds of workers. Similarly, it is the human need to work that leads to career education's emphasis on helping pupils find productive ways of using leisure time and to consider changing patterns of work in the home/family structure. The entire effort is focused around helping today's youth discover the multiple kinds of work values existing in our current society and to help each find some combination of work values that hold personal meaningfulness for the individual. Career education advocates have claimed that there are, today, many more individuals looking for jobs than are looking for work. We want to change this. We do want all individuals to want to work and are committed to refocusing American education in ways that will accomplish that goal.

Each of the 10 refocusing efforts described here are designed to demonstrate both the importance of the goal of "education as preparation for work" in American education and the many ways in which the meaning of that goal are changing in today's society. We see career education as a viable vehicle for use in accomplishing this in ways that supplement, not detract from, other basic goals of American education.

Let me now turn to the current status of career education in the U.S.A.

Current Status of Career Education in the U.S.A.

In the spring of 1976, the Congress was given a report containing an analysis of the current status of career education in the United States. That report, conducted by the American Institutes for Research, under contract with the U.S. Office of Education, contains a wealth of data which hopefully will be useful to the Subcommittee. Here, I would like to supplement that report with a few personal observations. These observations are based on what I have learned through personally visiting with and speaking to thousands of career education practitioners in about 200 appearances in various parts of the United States as well as the kind of consultative input described in the preceeding section of this testimony.

In making these observations, I mean to imply no direct or indirect references to the legislation you are currently considering. Instead, I hope only to add some factual observations that may be of some interest to members of the Subcommittee. For purposes of clarity and brevity, I will state these observations in the form of a series of brief generalizations.

1. Interest in and enthusiasm for career education continues strong in all sections of the United States. In my opinion, this interest and enthusiasm is growing, not declining, at the present time.

2. The greatest amount of refocus along career education lines has occured

at the elementary school level. It has gradually moved through the K-12 system and can now be seen, in numerous places, at the postsecondary level.

3. The greatest challenge facing career education, at the present time, is that of increasing the comprehensiveness of its efforts in various education settings. While over 9,000 K-12 school districts have now initiated some form of career education, it typically is seen in actions of only a relatively few educators in any given setting. Career education has been implemented in a comprehensive fashion in only a few hundred settings.

4. The business/industry community appears to be more ready to participate in career education than many educators. Where educators have asked for help from the business/industry community, they have typically found it.

5. Career education practitioners have, in too many instances, failed to include the voice of organized labor in their planning and conceptual efforts. Organized labor can and will, in my opinion, be a viable and positive force in career education if they have a voice in formulating basic policy decisions.

6. To date, career education has been more of a cooperative than a collaborative effort in most communities. It is time we move toward collaboration through greater community participation in basic policy making for career education.

7. Evaluations of effectiveness for career education have been generally positive. Yet, much remains to be done before we will be able to claim that career education has been fully validated.

8. The fastest growing expressions of interest in career education are currently coming from the postsecondary levels of education. While slower

in starting than the K-12 level, postsecondary education is currently making rapid strides in examining and in implementing the career education concept.

9. Much remains to be done before we can claim that adequate career education is being provided such special portions of the population as minority persons, low-income persons, handicapped persons, and gifted/talented persons.

10. In spite of all our efforts, many persons in the United States--including many professional educators--have yet to hear the term "career education." In general, when the career education concept is explained, it seems to meet with general approval and endorsement. Some noteable exceptions are typically found in meetings where career education is explained.

I hope this list of summary generalizations is helpful to the Subcommittee. I will be happy to supply you with observational examples that have led me to make these generalizations.

Answering the Critics of Career Education

When career education started, few critics were to be found. In my opinion, this was due both to the fact that few had heard of it and because those who were critical tended to assume that, if ignored, career education would soon fade away. Now that it has existed for six years and is growing in popularity, the critics of career education have become much more active. While small in numbers compared with the supporters of career education, the critics have not been less vocal. The Subcommittee should be aware of the criticisms currently being leveled at career education and the ways in which OE's Office of Career Education has sought to respond. Thus, this section will list what appear to be the most commonly heard criticisms of career education. For each such criticisms, a very brief summary of the kind of response I feel is most appropriate will also be presented.

1. Criticism 1: Career education is anti-intellectual.

Answer: Those who voice this criticism should define what they mean by the term "anti-intellectual." If they mean career education is opposed to such worthy goals of education as, for example, teaching students how to think, how to appreciate the literature and the arts, or how to appreciate educational experiences designed primarily to broaden them as human beings, then they are wrong in this criticism. Career education does not oppose or detract from goals such as these. If, on the other hand, they mean that career education advocates believe that one of the important purposes of education is to prepare students for work, then career education pleads "guilty."

2. Criticism 2: Career education seeks to discourage students from attending college.

Answer: This is not a goal of career education. Career education does seek to help those persons contemplating college attendance develop a reasoned set of bases for doing so. Career education advocates are committed both to helping students understand the declining relative economic advantages of college attendance and the multiple goals of higher education. This is, in no way, designed to discourage students from attending college. On the contrary, it is designed to help each student consider college attendance as one of a number of kinds of postsecondary education options available for choice.

3. Criticism 3: Career education is a subterfuge for the expansion of vocational education.

Answer: Career education seeks to help persons become aware of the multiple kinds of educational opportunities available as preparation for work. If persons are fully aware of all such opportunities and armed with adequate self-understanding, each will choose the kind of education most appropriate for meeting his/her needs. If vocational education deserves more students, it will get more. If it deserves fewer, it will get fewer.

4. Criticism 4: Career education is a means of tracking low-income and minority students.

Answer: This is exactly the opposite of career education's goals. Career education seeks to open up the full range of educational and occupational alternatives for all students. It is intended to have an "untracking," not a "tracking" effect. Minority and low-income persons have much to gain, and nothing to lose, from implementation of comprehensive career education efforts.

5. Criticism 5: Career education takes time away from teaching the basic academic skills.

Answer: Career education, far from being opposed to the "back to basics" movement, can and is serving as an effective vehicle for assuring that students acquire such skills. The changes in the teaching/learning process advocated by career education are each designed to increase academic achievement, not to interfere with this goal. Preliminary evidence indicates that this is happening.

6. Criticism 6: Work experience efforts of career education advocates will result in such dangers as lowering the minimum wage and displacing adult workers.

Answer: To the extent that the purpose of work experience is career exploration, rather than productivity for an employer, career education favors unpaid over paid work experience. Work experience, as career exploration, neither lowers the minimum wage nor displaces any adult worker from his/her job. Those work experience programs whose primary purpose is productivity for the employer are not included in the career education concept.

7. Criticism 7: Career education does not have a single definition. There exist many different definitions of "career education."

Answer: No educational concept in existence has a single definition agreed to by all of its advocates. There is no single definition of such terms as "counseling," "accountability," "evaluation," "affirmative action"—or even "education." A considerable degree of consensus exists with respect to basic elements in the career education concept. To encourage a diversity of specific definitions is helpful in attempts to further refine the career education concept.

8. Criticism 8: The definition of "work" used by career education advocates is not the way the word "work" is defined by the "person on the street."

Answer: Career education's definition of "work" does cover the entire world of paid employment. Our insistence on including unpaid as well as paid work in the definition is necessary because of the nature of our current society and projections regarding its future nature. The goal of "education as preparation for work" cannot, in these times, be limited only to the world of paid employment. The fact that our definition of "work" makes it harder to explain the meaning of career education does not invalidate our definition.

9. Criticism 9: The favorable nature of preliminary evidence available concerning the worth of career education may be more a function of its "newness" than of its inherent worth.

Answer: Career education advocates admit that it will take 10-20 years before sufficient data are available to make conclusive statements regarding the worth of career education. We will never be able to collect such data if we are now allowed to engage in career education. Certainly, it is better to find positive evidence, as we have, than it would be were our early evidence to be negative. It seems to us weak to criticize us because we are apparently being successful in our efforts.

10. Criticism 10: Career education practices, in some settings, have been opposite from rather than consistent with career education's philosophy and, as a result, have produced some negative results and deplorable examples.

Answer: Any educational concept that holds potential for good if applied correctly also holds potential for harm if incorrectly applied. It is true that examples can be found where the career education concept was incorrectly applied by those who failed to understand the concept. This illustrates the need for inservice education in career education much more than it does any implications that the career education effort should be abondoned.

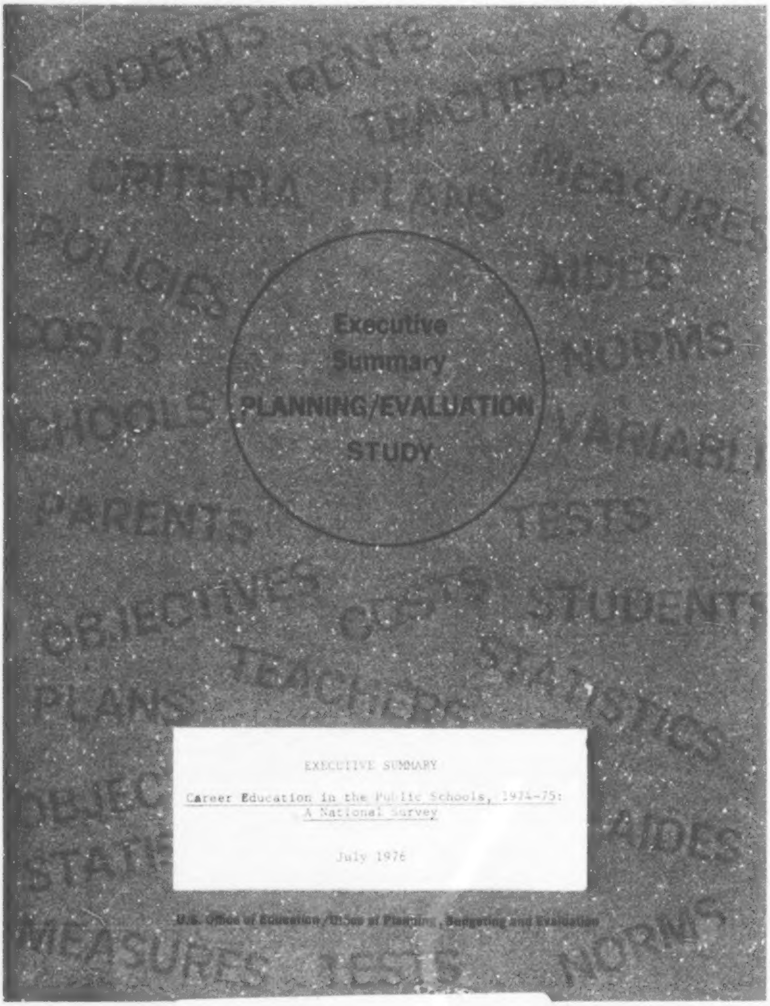
11. Criticism 11: Career education is nothing more than good education. There is no need for a new term such as "career education."

Answer: Three things are new and different about career education including: (a) its efforts to bring greater attention to the goal of "education as preparation for work;" (b) its efforts to change the meaning of the goal of "education as preparation for work;" (c) its efforts to involve the greatly increased use of community resources in the educational process. The career education effort is a viable vehicle for use in accomplishing each of these three badly needed changes.

These are the most popular criticisms of career education currently being voiced. I am sure there must be others that, as yet, have not been brought to my attention. It is my sincere belief that there is no criticism that can be leveled against career education that cannot be answered in a sensible and logical fashion.

Concluding Statement

Mr. Chairman, I appreciate the opportunity given me to appear before this Subcommittee. I will be pleased to repond to any criticisms, questions, or comments that any member of this Subcommittee may choose to direct toward me. I respectfully request that no questions be directed at me concerning the specific legislation you are now considering, since I would expect to be a part of the process of developing a position on such legislation within the Office of Education, and clear guidelines for that position do not now exist.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Executive
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PLANNING/EVALUATION
STUDY

EXECUTIVE SUMMARY

Career Education in the Public Schools, 1974-75:
A National Survey

July 1976

U.S. Office of Education/Office of Planning, Budgeting and Evaluation

EXECUTIVE SUMMARY

Career Education in the Public Schools 1974-75: A National Survey*

FINDINGS.

Local Education Agency Activities

Overall level of career education activities. Interest in career education was widespread in 1974-75, but broad implementation had just begun. The nine learner career education outcomes were all rated between "important" and "absolutely necessary" by local school districts, but 60% of them said that their activities in career education were "limited" for the present. Although 52% of the nation's students were in districts where at least one of 15 major career education learning activities was broadly implemented, only a fifth (21%) were in districts where over half of the 15 activities were well established.

Responses to the survey indicate a general dichotomy of activities to help young people learn about and prepare for work: (1) those which have existed for some time in the schools -- such as counseling or vocational training at the high-school level, and (2) those which are innovative and directly related to the career education movement. Generally, more students participated in specific career education learning activities at the secondary level than at the elementary level, but elementary-level activities were slightly more likely to be found where the overall level of implementation was high and where a policy statement existed.

Among the 15 activities mentioned, two relate to basic skills such as reading or arithmetic, six involve career-relevant information, and seven deal with imparting skills. Informational activities were more prevalent among young students, with equal amounts of information and skill learning among older students. For example, approximately 21% of elementary school students participated in activities to develop the self-concept, including interests, attitudes, and values with respect to work. In the middle-grades, about 36% participated in self-concept activities. At the secondary level, provision of career-relevant skills became most important, especially decision-making as it concerns career plans and occupational choices, with about 31% of secondary students nationwide participating. If only those districts having formal career education policy statements were considered, these three figures rose to 31%, 40%, and 35% respectively.

Community involvement. The reduction of barriers between schools and their surrounding communities is central to the career education concept. About 85% of the Nation's students were in districts which use persons from the world of work to supplement instruction, and 59% were in districts where students, teachers, parents, and members of the business-labor-industry community were involved in educational policy making. Among the 21% of districts having formal advisory committees, over half included adults from various

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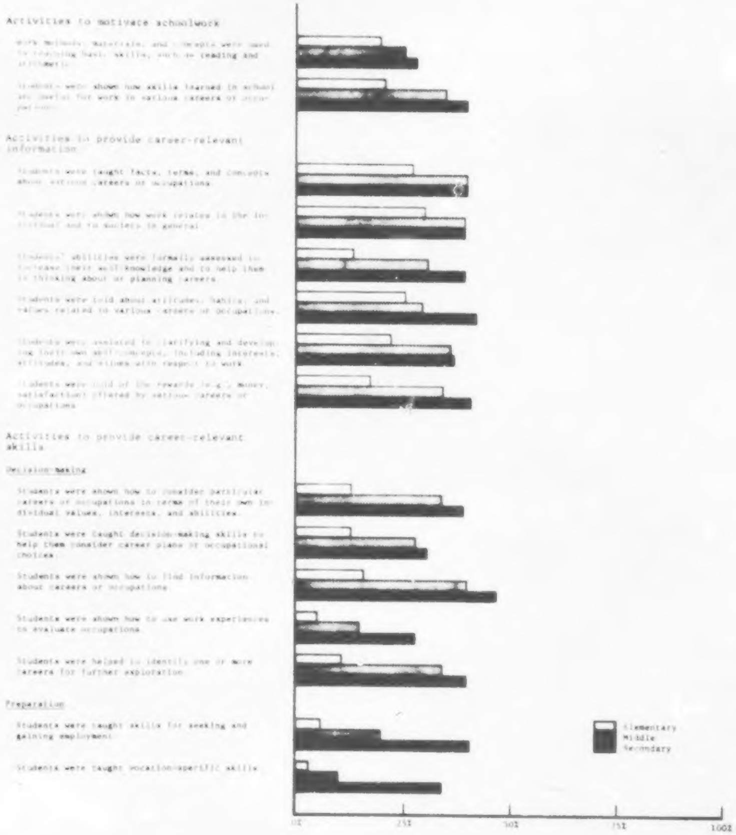
*This survey was carried out pursuant to the provisions of Public Law 93-380, Sections 406(c) and 406(g)(4). It was transmitted to the Congress in May 1976.

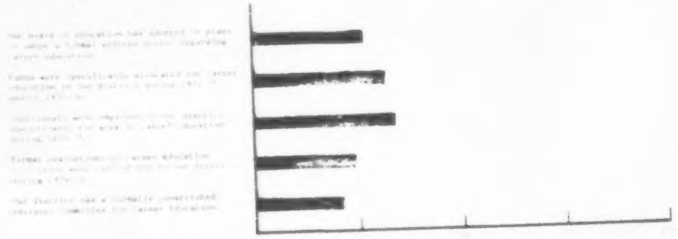
STUDENTS INVOLVED IN FIFTEEN CAREER EDUCATION ACTIVITIES AT THREE GRADE LEVELS



fields of work.

Policies. The existence of a formal career education policy statement was a key indicator of level of activity, and 27% of the districts had or were planning to adopt them. Reported per-pupil expenditures on career education averaged $2.71 in districts with such policies and $1.05 in other districts. In these districts, teachers generally and lower-grade students tended to be more actively involved in career education. Where there were no such policies, activities to prepare young people for work tended to be carried out more frequently in high schools and by counselors.

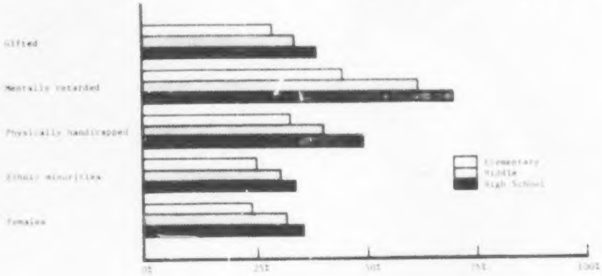
PROPORTIONS OF SCHOOL DISTRICTS WHICH HAVE ADOPTED VARIOUS CAREER EDUCATION POLICIES



District size. There was significantly more career education implementation in districts with large enrollments than with small ones. Large and small districts also differed in their perceptions of the importance of various career education outcomes and in difficulties encountered. Smaller districts reported: (1) insufficient interest and endorsement by the business-labor-industry community; (2) lack of funds to purchase materials; and (3) not enough competent persons to train staff. Large districts mentioned endorsement of parents and Federal assistance as contributing to success.

Special target groups. There was little or no ethnic inequality in the overall implementation of career education but some differences were noted. In districts having substantial minority populations, there were more activities in elementary grades, and special efforts to help these students were more frequent. Minority districts tended to have formal policy statements and advisory committees for career education less frequently than others, although they were likely to rate the student outcomes of career education as more important than did districts with white majorities.

PROPORTIONS OF TOTAL STUDENT POPULATION IN DISTRICTS WHICH PROVIDE CAREER EDUCATION FOR SPECIAL TARGET GROUPS



Career education also aims at broadening the career opportunities of women, the mentally and physically handicapped, and the gifted. Where they were found, such efforts were mostly at the high school level, but special efforts at all levels were more frequently directed toward handicapped youths than ethnic minorities, women, or gifted students.

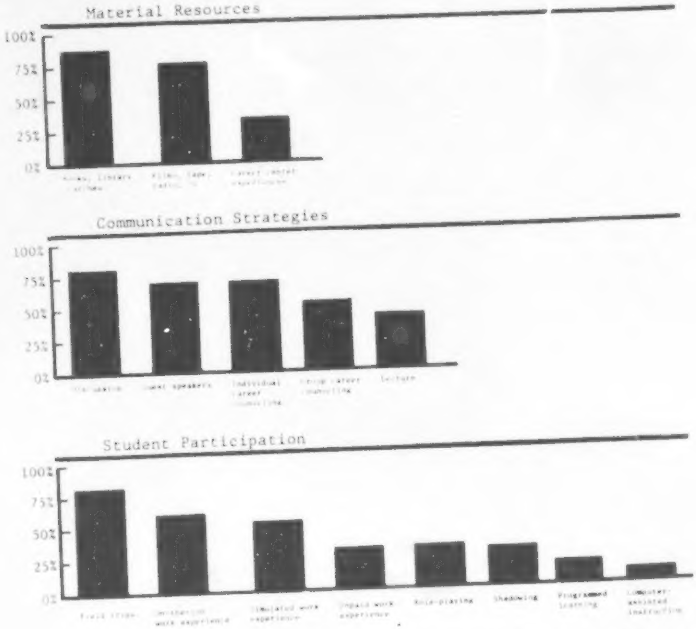
Staff development. More than half (57%) of the nation's school districts were carrying on some form of career education staff development, and this was the most frequently used approach to implementation. More than two thirds (69%) of the nation's 45 million students were in districts in which there were some such efforts. Overall, about 19% of the elementary teachers were involved, 20% of middle-school teachers, and 18% of high school teachers. The proportions for guidance personnel showed a substantial increase at the middle and higher grade levels, with the corresponding proportions at 18%, 35%, and 41%.

Needs. Local districts felt that their greatest need for assistance from State and Federal governments was support of in-service staff development. Help in making career education materials available was a need which also rated high. Assistance for such functions as job-placement, research to predict future job markets, and a career information network were considered among the least important. (The districts had also rated placement of students as the least important career education activity for schools.)

State Activities

Most States (42) have adopted a formal, written career education policy, but only 27 of these include a plan for organizing career education activities. Over a third (36% or 18) of the States reported having advisory councils, but only 9 had passed legislation on career education. Full-time State coordinators were found in about half (28) of the States, and in 6 States there

PROPORTIONS OF SCHOOL DISTRICTS WHICH USE VARIOUS INSTRUCTIONAL TECHNIQUES FOR CAREER EDUCATION



were more than five full-time-equivalent persons working on career education. Thirty States reported carrying out some type of evaluation in career education. There was, in short, a remarkable variation of activities as each State agency developed its own approach.

In the majority of cases, career education activities of a State agency in 1974-75 had varying levels of impact across districts in that State, and many State efforts were focused on a small number of demonstration projects. There were differences in priorities among States, but generally the highest priorities were support of in-service staff development and making career education curriculum materials available. (These emphases matched the local districts' ratings of needs.)

Teacher Training Institutions

Career education was being actively discussed in most schools of education in institutions of higher education, but actual adoption of its objectives was still under consideration. Only 10% of these institutions have developed a formal policy, and program offerings are changing from year to year. Training activities tended to be traditional ones. Although 28 institutions offered career education majors in degree programs, the great majority handled it through special units in other courses. In half of the institutions the faculty was "on its own" with respect to career education.

With few exceptions, schools of education allocated less than 7% of their budgets to career education in both 1974-75 and 75-76. Funds for these instructional activities came most frequently from the State, but expectations for continued State funding were not high.

Instructional Materials

Many different types of career education materials are available both from commercial and noncommercial publishers. In general, commercial materials are designed for use by the students with little or no assistance required. Those produced noncommercially are designed primarily for teachers to use with students and are, as a result, meant to be integrated into the regular curriculum. This difference in user is also reflected in the relatively greater number of noncommercial materials intended for use with elementary students.

The flow of materials is substantial. In this survey, 797 commercial materials produced since 1972 were evaluated. There were 2,193 noncommercial materials, produced mostly since 1974, which were catalogued, and a sample of 90 were evaluated. Both sets of evaluations showed a lack of concern for students with special needs, and there were instances of sex and ethnic group bias, mostly in commercial materials. There is, in addition, a need in many materials for clearly-stated objectives and sound procedures for evaluating whether or not objectives are achieved.

CONCLUSIONS.

What are the recommendations of the National Advisory Council for Career Education? The survey report includes a chapter prepared by the Council on its recommendations to the Congress. After reviewing the results of the national survey and assessment of career education, the Council reinforces and extends the recommendations made earlier in its "Interim Report with Recommendations for Legislation" submitted to the Congress in November 1975.

To what extent has career education been implemented? Interest in career education is high in all groups surveyed, but implementation of career education activities at the local level has just begun. Almost all districts report some kind of career education activity, but only a small fraction (3%) of students are exposed to broadly-implemented programs. Results from this survey conflict with earlier surveys which indicated greater career education activity at the elementary level. This survey indicates more activity at the secondary level. The explanation probably lies in the fact that earlier studies concentrated on innovative activities while this survey covered all activities, both innovative and traditional, on a nationwide basis.

The sample of local districts was chosen to represent four major geographical regions of the United States. There are no major differences among these regions either in interest or in level of implementation. The sample also represents districts of small, medium, and large enrollments. There is clearly a higher level of implementation in the larger districts.

Efforts of the 50 State education agencies to implement career education show no clear pattern. Instead there is great variety, with State responses ranging from mild interest to major commitments in terms of legislation and appropriations.

Training provided by higher education institutions for education personnel is a major factor in implementing career education. There is a substantial amount of interest at these institutions, particularly the public ones, but career education has, as yet, not had much impact on pre-service training for education personnel. Despite the great need for staff development indicated by local and State respondents, less than half of the responding institutions (40%) offer any in-service career education courses.

What kinds of career education activities are going on in the schools? Given the high level of interest and the low level of implementation already mentioned, it is not surprising that more than half of the nation's school districts have initiated their own staff development activities. In these districts about one fifth of the teachers at each of the three grade levels are involved. The districts make clear that they need and want support from State and Federal governments to increase staff development. In addition, transmission of career information and skill training activities are going on. By comparison, however, some activities seem to be lagging. One is the use of work-related resources to teach basic skills, particularly at secondary levels. Another is the teaching of decision-making skills to improve career planning. A third is the use of work experience to help in choosing occupations. Since these activities require more extensive changes in traditional school procedures, they may relate to the need for assistance in staff development and for support in securing appropriate materials. Districts with high overall career education activity frequently report the development of material locally, but there must eventually be a substantial amount of duplication in this approach.

Another activity which seems to be lagging is the coordination of career education experiences across grades. A third of the districts report at least some staff assigned specifically to career education, but this is apparently a part-time job in all but a few (18%) of the districts.

The establishment of advisory committees for career education is also far from common. Only one-fifth of the districts have them, and an additional third of the districts report that their vocational education advisory committees also consider career education. Perhaps the role of a separate committee is not yet clearly enough defined to enable local superintendents to see it as a means of implementing career education.

What other factors should be considered in implementing career education? Evaluation should eventually provide evidence about the effectiveness of this new movement. However, the elements and processes of career education are still being defined, just as is the meaning of the term itself. At present, local evaluations of career education seem most appropriate, and an encouraging number of districts -- about a fourth -- have made "formal evaluations." However, the methods used to make these valuations suggest that many were rather subjective. Local evaluations need to be strengthened.

BACKGROUND.

Origin. Section 406 of Public Law 93-380, dated August 21, 1974, provided for a Federal role in career education by establishing a National Advisory Council for Career Education and an Office of Career Education within the U.S. Office of Education. A sum of $10 million was appropriated for Fiscal Year 1975, and the funds were used for 80 demonstration projects. The law also mandated that the Commissioner of Education and the National Advisory Council carry out a survey and assessment to determine the status of career education programs and practices.

Objectives. The definition of career education used in the survey was that stated in the O.E. Policy Paper on Career Education: ". . .the totality of experiences through which one learns about and prepares to engage in work as a part of her or his way of living." The survey set forth five major objectives: (1) Establishing baseline descriptive data on the kinds and amounts of career education provided in public elementary and secondary schools during the 1974-75 school year, (2) Reviewing the extent of legislative, financial, and personnel support for career education being provided by State governments, (3) Determining the amount of pre-service preparation provided for teachers, counselors, and administrators during 1974-75 by colleges and universities which prepare educational personnel, (4) Updating previous assessments of both commercial and noncommercial career education materials, with particular emphais on race and sex stereotyping and provisions for the handicapped, and (5) Integrating information on career education from a number of other studies and surveys.

METHODOLOGY.

Data Sources. In addition to studies of career education which had been completed earlier, there were four primary sources of data. The first was a representative sample of 900 local school districts from which 860 respondents provided information on local career education practices, policies, and needs. The second source was the 50 State education agencies which provided up-dated information on their career education efforts. The third was the membership of the American Association of Colleges for Teacher Education (839 institutions) from which 630 respondents reported on the extent to which career education is incorporated in training provided for education personnel. The fourth data source consisted of a pool of 797 commercial and 2,193 noncommercial instructional materials.

Contractor. A contract for this project (#OEC-300-750-245) was awarded by O.E.'s Office of Planning, Budgeting, and Evaluation to the American Institutes for Research, Palo Alto, California. The project began in June 1975 and the report summarized here was received in May 1976.

STATEMENT OF DR. KENNETH HOYT, DIRECTOR, OFFICE OF CAREER EDUCATION, U.S. OFFICE OF EDUCATION

Dr. HOYT. Mr. Chairman and other distinguished members of the subcommittee, my name is Kenneth B. Hoyt. I am professor of education at the University of Maryland, currently on loan to the U.S. Office of Education where I serve as director of the Office of Career Education.

In accordance with the correspondence setting up my appearance here today, I am appearing as an expert witness and my testimony should not be viewed as representing the official position of the U.S. Office of Education.

It is a pleasure to have this opportunity to appear before you.

In my prepared testimony, I have tried to limit my remarks to the topic of career education concepts and philosophy. In so doing I have organized my prepared testimony around three topics.

First, I have tried to outline very briefly 10 specific refocussing efforts of career education, which I might say I believe answer pretty well the finds of questions that Ms. Kemble just raised with the subcommittee.

Second, I have attempted to formulate a brief set of generalizations regarding the current nature of career education in the United States as I have come to know it.

And finally I have tried to collect and to comment very briefly on what I perceive to be the 11 most common criticisms of career education that I hear being voiced around the country.

The purpose of this testimony is to provide the subcommittee with additional background concerning career education. There are no references in my prepared testimony to either legislative proposals on legislative needs in career education.

I will be very pleased to try to respond to any comments or questions that any member of this subcommittee chooses to ask me. I respectfully must request that no questions be directed to me concerning specific legislation on career education under consideration in these hearings, since I would expect to be a part of the process of developing a position on such legislation within the Office of Education and clear guidelines for that position do not now exist.

Thank you very much, Mr. Chairman, for allowing me to insert this in the record, and I stand ready to answer any questions.

Chairman PERKINS. All right.

Come around, Dr. Grubb, and we will hear you right now. We would like to welcome you, Dr. Grubb, this morning.

Dr. GRUBB. Thank you.

Chairman PERKINS. I notice we have the pamphlet of the Childhood and Government project, and without objection, I think that phamphlet should be inserted into the record, because many of the members, when we get to the floor, are going to want to know the type of hearings and the quality of the hearings that we have conducted.

[The material to be furnished follows:]

Rally 'Round the Workplace: Continuities and Fallacies in Career Education

W. Norton Grubb
Marvin Lazerson

Childhood & Government Project

Reprint No. 22

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Rally 'Round the Workplace: Continuities and Fallacies in Career Education

W. NORTON GRUBB
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MARVIN LAZERSON
University of British Columbia

Career education has become an extraordinarily prominent educational reform movement in the last few years. It takes, as its basic premise, the contention that education does a poor job of preparing students to enter the labor force. Career educators propose to change this situation by integrating work skills into curricula and improving job and educational counseling curricula. In this article, Norton Grubb and Marvin Lazerson question whether career education is an appropriate response to the problems it addresses. First, they argue that career education is basically a reconstitution of vocational education, an earlier reform with a similar purpose, and that career education is likely to replicate vocational education's failures. Second, they argue that the assumptions career educators make about education, work, and the labor market are erroneous, and present a variety of evidence to support their argument. Grubb and Lazerson conclude that the ills career education proposes to solve—unemployment, underemployment, and worker dissatisfaction—are intrinsic to our economic system, and consequently that career education is a hollow, if not an invidious, reform.

Harvard Educational Review Vol. 45 No. 4 November 1975

Few educational reform movements have achieved prominence as quickly as career education. Since first receiving public exposure in 1971—almost entirely through the efforts of the United States Office of Education and its Commissioner, Sidney Marland—career education has received the endorsement of almost every major educational organization as well as the United States Chamber of Commerce.[1] What began as a $9 million allocation of discretionary funds from the Office of Education mushroomed to $61 million by 1974 in federal Office of Education and National Institute of Education funds alone. N.I.E. contributed almost 20 percent of its own budget. Almost every state department of education has appointed career education coordinators; many states have passed or are considering career education mandates in their educational legislation, and have developed comprehensive career education development models. In 1974, 30 percent of the country's 17,000 school districts had formally brought career education into their schools. In Los Angeles, a Community Alliance for Career Education has been established as a consortium of eighty-five corporations and companies to "deliver comprehensive career education" to all students, while the Los Angeles school district has joined with nine others to develop models for implementation throughout California. In Dallas, the $25.1 million Skyline Career Development Center opened in 1972 on an eighty-acre campus with an enrollment of 4,000 students. Jumping on the bandwagon, publishers of educational materials are distributing increasing numbers of curriculum guides, testing materials, and books on the philosophy and implementation of career education.[2]

But the impact of career education cannot be measured simply in terms of numbers or money specifically earmarked for "career education." The movement's importance lies in its participation in and stimulus to vocationalism in education more generally. In government circles, state departments of education, and local communities, claims are being made that students are not learning how to work, that they are spending too much time in school, and that they should be trained explicitly for jobs. Vocationalism is becoming rampant. In 1972, 24 percent of all high-school youth were in vocational education programs; the projection for 1977 is more than 50 percent. Increasingly, the assumption is that the educational system has raised expectations that the social and economic structure cannot meet, and that a readjustment of schools to occupational realities will resolve tensions between school and work. As the executive director of the American Vocational Association put it, this is the "best of times for vocational education."[3]

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[1] The educational organizations supporting career education include the National Eduction Association, the National Association of Chief State School Officers, the American Vocational Association, the National Advisory Council on Vocational Education, the Association of Secondary School Principals, the American Association of Junior Colleges, the College Entrance Examination Board, and the National Institute of Education.

[2] The literature on career education is already vast. Because of his influence, we have relied heavily on the writing of Sidney P. Marland, particularly *Career Education: A Proposal for Reform* (New York: McGraw-Hill, 1974). See also Kenneth Hoyt, Rupert Evans, Edward Mackin, and Garth Mangum, *Career Education: What It Is and How To Do It* (Salt Lake City: Olympus, 1972); Kenneth Hoyt, Nancy Pinson, Darryl Laramore, and Garth Mangum, *Career Education and the Elementary School Teacher* (Salt Lake City: Olympus, 1973); and Sidney P. Marland, Harold Lichtenwald, and Ralph Burke, "Career Education, Texas Style," *Phi Delta Kappan*, 55 (1975), 616–20, 635.

Career education is a major factor in these developments, although an exact model of what career education actually is has yet to emerge. Indeed, career educators have been aggressive in refusing to define career education precisely. One definition, for example, views career education as "preparation for all meaningful and productive activity, at work or at leisure, whether paid or volunteer, as employee or employer, in private business or in the public sector, or in the family."[4] Since this covers every activity that can be labeled education, it is necessary to ask more specific questions. What particular activities do career educators emphasize? What basic changes would they make in schools? What assumptions underlie these reforms?

At its most grandiose, career education calls for a dramatic reorientation of the entire educational system toward the world of work so that all phases of the curriculum would be job-oriented. It would require that students leaving the educational system at any level be knowledgeable about available jobs and the skills they demand and, more important, that students possess immediately marketable skills. In the elementary school this requirement would involve exposing children to the kinds of work available to adults and inculcating in them an appreciation of work. Elementary teachers would emphasize the career implications of all phases of the curriculum. The teachers would introduce practical problems such as understanding recipes or estimating product costs in arithmetic. They would simulate work experiences even more dramatically by actually producing a product. These changes would inculcate a recognition of "the social significance of work, the interdependence of workers on one another, the necessity for workers to cooperate with one another, the importance of completing assignments on time, the principle of worker responsibility for carrying out assignments, and the way in which each worker contributes to some broader objective than can be seen from viewing only the specific work tasks assigned to him."[5]

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[3] Lowell Burkett, "Latest Word from Washington," *American Vocational Journal*, 50 (1975), 9; James O'Toole, "The Reserve Army of the Underemployed: I—The World of Work," *Change*, May 1975, 26–33, 63 and O'Toole, "The Reserve Army of the Underemployed: II—The Role of Education," *Change*, June 1975, 26–33, 60–63.

[4] Hoyt et al., *Career Education and the Elementary School Teacher*, p. 2.

In junior and secondary high schools, activities would be more clearly directed towards choosing future work roles and acquiring specific skills. Although all students would participate in career education, it is primarily designed for those in the "general" curriculum, currently a dumping ground for students in neither academic nor vocational programs. Typically, grades seven through ten would be reserved for "career exploration," through which students would become familiar with groups of occupations—"career clusters"—and begin to make tentative choices about the cluster to specialize in.[6] The last two grades of high school would then be given over to specialized training in the cluster chosen earlier. The goal is to give every high-school graduate a set of marketable skills in a particular cluster. Thus the high-school diploma would become a terminal degree, rather than a license for further schooling. The clusters themselves might consist of careers within one industrial sector. The Office of Career Education has developed fifteen suggested clusters which follow such industry divisions as agriculture, manufacturing, construction, and personal services. Alternatively, clusters could consist of specialized occupations found in all sectors or could focus on subject areas such as science or mathematics. But it is clear that career education programs would offer clusters very similar to traditional vocational skill-training programs and to college preparatory programs.[7]

While the concepts of career education might be valuable for two-year and four-year colleges, career educators stress that too many pupils unnecessarily go on to college. Therefore, they have concentrated on reforming elementary and secondary education and on preparing high-school graduates for the world of work. In part, the efforts of career educators at the college level would be redundant: two-year colleges are already occupational in emphasis and four-year colleges, under the pressure of the recent recession and the credentialing crisis, have increasingly become pre-professional schools. The proportion of pupils in two-year colleges enrolled in vocational courses is apparently approaching 50 percent, and increasing, while many of the changes in four-year colleges consist simply of integrating undergraduate and graduate education in such fields as law and medicine, an integration often underway before the advent of career education.[8]

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[5] Hoyt et al., *Career Education and the Elementary School Teacher*, pp. 29 (quotation) and 111-12 (examples).

[6] On the development and implementation of clusters, see Marland, *Career Education*, chs. 8-11 and ch. 16.

[7] See, for example, the description of the Dallas program in ch. 11 of Marland.

In addition, career educators call for opening the schools to adults, so that those who wish to advance or change their careers and those who lose their jobs because of technical change can be retrained for other work. Here the recommendations are particularly fuzzy, but career education for those already in the work force seems to involve continuing education, on-the-job courses, and programs similar to manpower training. Yet, while career educators acknowledge that retraining adult workers is important, particularly in a rapidly changing economy, they see such retraining as distinctly subordinate to the reform of elementary and secondary education.

In the high school, career education thus seeks to meet basic requirements of secondary education: a high-school diploma, preparation for advanced schooling, and an immediately marketable skill. It seeks to reproduce actual work settings, orient academic work toward vocational ends, and establish close ties to local industry; career education advisory councils draw heavily on business support and representation. Career educators believe that "students will enjoy career education because of its realism, educators will advocate [it] because of its relevance, communities and school patrons will approve [it] because of its congruence with societal needs, and business and employers will aggressively support [it] because of its practicality and efficiency."[9]

Describing the important elements of career education does not explain why career educators feel their reform movement is so critical. To understand this, one must look at the assumptions career educators have about work and the relationship of schooling to work. Career educators argue that, by isolating the young from work, schools make work into an abstract concept, something difficult for students to understand. Rather romantically, they point out that the youth of earlier generations were directly involved in the daily work experience of their community, whereas today's youth rarely see the world of work and cannot readily understand what bankers, insurance men, or accountants do:

> As a child I could dust boxes and burn rubbish in my father's store. As I took

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[8] Jerome Karabel, "Community Colleges and Social Stratification," *Harvard Educational Review*, 42 (1972), 521–62, estimated that 30 percent of community-college students were in vocational courses. There is a consensus, but no particularly reliable information on which to base it, that this figure has increased to about 50 percent since 1971.

[9] Marland, p. 185.

> on higher rank. I got to wash the windows and sweep the sidewalk. The day I waited on my first customer, at about age fifteen, I knew a lot about that store and a lot about my father as I watched him work. . . . And down the street I could marvel as a ten-year-old at the magic of Mr. Peche's bottling company operations, and sometimes wash bottles with the spinning brush when he would let me. Later I could ride with the veterinarian on his calls to attend sick cows and horses. . . . But these vistas of work and friendship with a variety of workers are largely denied our young people today. . . . They have never had a chance to be close to it [the economic system] or close to people whom they love and respect and who are a part of it.[10]

Young people thus neither appreciate the value of work nor the need to prepare for it and lack the motivation commonly associated with the "work ethic."

Career educators place great faith in the moral benefits of work. They argue that work builds individual character and confers a sense of competence and responsibility that carries over into familial and civic responsibilities.[11] On a social level, working permits individuals to see the interrelationships within society, and to find and understand their own social positions. Work is therefore a powerful force for social cohesion. Because of its intrinsic importance, career educators claim that all work can have equal dignity and meaning, although they acknowledge that this is not now the case. Work is exciting, and once students recognize this, their present disenchantment and alienation will give way to motivation for work.

Career educators also assume, in a less romantic vein, that jobs are both increasing in technical sophistication and requiring less education than most people have. Since jobs frequently are made obsolete by technical advances, recurrent specialized training is necessary for the labor force to keep up with ever-increasing skill requirements and for individual workers to obtain job security. Thus career education will reduce the likelihood of individuals being prepared for dead-end jobs. It will also correct the higher unemployment rates among minorities and lower-class youth who are thought to lack useful skills.

The problem of "over-educated" youth differs from the problem of ill-trained youth in that most available jobs require less formal schooling than has generally been assumed. Many students are in college not because they need college skills to get a job but because they and their parents see college education as a measure of social and economic worth. These "over-educated" youth are unable to obtain jobs that use the skills college gives them; instead, relatively simple jobs come to have high educational requirements. Career educators assume that when students are aware of alternatives to college and can establish "realistic" goals through career-awareness programs, unnecessary college attendance will decrease.

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[10] Marland, pp. 19–20.

[11] For a similar argument see Panel on Youth of the President's Science Advisory Committee, *Youth: Transition to Adulthood* (Chicago: Univ. of Chicago Press, 1974).

In sum, because career education provides job-relevant training for specific careers and is therefore economically relevant, it eliminates the mismatch between training and jobs at every point in the educational system. Potential dropouts who view conventional schooling as irrelevant to their needs will be motivated to stay in school and learn the skills they need for employment. College-bound youth will revise their occupational goals so that continuation in school is clearly related to occupational aims. Finally, the problem of over-credentialing will disappear. Career educators claim that all of these changes will decrease unemployment.

Historical Continuities in Career Education

Career educators have gone to great lengths to dissociate career education from traditional vocational education. But the development of career education cannot be understood except in a historical context. Career education is in fact a continuation of older movements which were designed to emphasize the vocational aspects of schooling.[12] These movements, which date from the 1880's, resulted from pressures from outside and within the educational system.

Concern about economic productivity and social disorganization were paramount among the external pressures upon schools a hundred years ago. Beginning in the 1880's schools were attacked for being irrelevant to the economy, failing to teach the skills necessary for success in the new industrial order, and inhibiting national economic growth. Businessmen claimed that skilled labor was scarce, that workers were insufficiently flexible, efficient, and committed, and that America's future economic expansion depended on the development of its human rather than its natural resources. Simultaneously, the educational system was criticized for being unresponsive to the social consequences of rapid industrialization and urbanization. Small workshops and the apprenticeship system were replaced by large factories and the specialization of labor. Workers were unable to comprehend the production process as a whole, since they were only exposed to a small part of it. Manual labor was devalued. Because of these changes, the argument went, a generally shiftless attitude toward work had set in. The other social institutions—family, church, and community—that had earlier been counted on to inculcate moral values had weakened as well. Finally, the influx into the cities of vast numbers of southern and eastern Europeans and rural southern Blacks exacerbated urban problems and ethnic, racial, and class conflict.

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[12] For a fuller discussion of the issues presented here, see *American Education and Vocationalism: A Documentary History, 1870–1970*, ed. Marvin Lazerson and W. Norton Grubb (New York: Teachers College Press, 1974). See also Sol Cohen, "The Industrial Education Movement, 1906–1917," *American Quarterly*, 20 (1968), 95–110; Marvin Lazerson, *Origins of the Urban School* (Cambridge: Harvard Univ. Press, 1971); and David B. Tyack, *The One Best System* (Cambridge: Harvard Univ. Press, 1974).

While calls for educational reform to increase economic productivity and to limit social decay came from outside the educational system, educators faced a different set of problems within the school system. Faced with an increasingly heterogeneous student body in the high schools, educators felt the need to reorganize schools in accordance with industrial efficiency models and to adapt the curriculum to fit the student. To many, the educational system seemed to be failing. The problem was most clearly indicated by high dropout rates, which critics viewed as evidence of the economic irrelevance of existing schools and as a threat to the ideal of equality of opportunity through education.

Within this context, the vocational education movement gathered support from businessmen, educators, social reformers, and labor. Its advocates argued that vocational education would produce a skilled labor force, contribute to further economic development, elevate manual labor to a higher status, and restore relevance to the schools. By teaching industry, discipline, submission to authority, respect for property rights, and acceptance of one's place in the industrial order, vocational education would combat social decay, industrial unrest, and alienation from work. Pupils would cease to drop out of school because vocational training would give them the skills they would need as adults in the labor market. Moreover, poverty would be eradicated. Finally, vocational education would provide a greater recognition of individual and group differences by reshaping the curriculum and pedagogy to fit the socioeconomic backgrounds, abilities, aspirations, and the "probable future of the child."[13]

Viewed in a broader social context, the introduction of vocationalism into the schools was part of a movement by the educational system to embrace the goals, structure, and methods of corporate capitalism. Increasingly, schools adopted the structure of corporate firms: the division of labor and bureaucratization, the stress on greater efficiency and "production" through testing, ability grouping, and cost-effectiveness studies. The major impact of vocational education was therefore not the shift in curriculum: enrollment in vocational courses remained under 7 percent until the 1960's.[14] Rather, the impact was the transformation of the purposes and structure of the educational system, the reorientation of schooling toward vocational ends, and the reinforcement of racial, class, and sex biases in public education.

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[13] The quotation is from David Snedden, "Differences Among Varying Groups of Children Should Be Recognized," *Manual Training Magazine*, 10 (1908), 1–8. See also Edward A. Krug, *The Shaping of the American High School, 1880–1920* (New York: Harper, 1964), ch. 8.

The structure of vocational education has remained largely unchanged since the passage of the 1917 Smith-Hughes Act, which provided federal funds for vocational training. Intervening legislation has increased the amount of funds available and introduced greater flexibility in the use of those funds. The Vocational Education Act of 1963 and subsequent amendments in 1968 have broadened the scope of vocationalism and have focused vocational training on the educationally and economically disadvantaged, as a means both to reduce technological unemployment and to integrate these groups into the occupational structure.[15]

These changes emerged in the wake of a general assessment that vocational education since the early part of the century had failed. Students never flocked to vocational education courses; they rarely found jobs in the area for which they had been trained, and many did not even stay in school long enough to complete their training. In terms of status, income, job mobility, unemployment, and job satisfaction, vocationally trained students did no better and often did worse than students in academic programs. Moreover, funds had been inflexibly allocated to areas of questionable need. In 1965, home economics and agriculture accounted for 55 percent of the vocational enrollment. Both fields had dubious futures: the former depended on a view that woman's place was in the home, the latter was an area that offered declining work opportunities.[16] The stigma of second-class status remained strong, although the addition of "general curriculum" programs in high schools added a stratum below vocational education.[17]

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[14] See the data in Lazerson and Grubb, *American Education and Vocationalism*.

[15] On changes in the 1960's, see the Panel of Consultants on Vocational Education, *Education for a Changing World of Work* (Washington, D.C.: U.S. Government Printing Office, 1963), and the Advisory Council on Vocational Education, *Vocational Education: The Bridge Between Man and His Work* (Washington, D.C.: U.S. Government Printing Office, 1968).

[16] As late as 1972, 3.1 million of the 11.6 million students in vocational education were in consumer and homemaking programs. See Shirley McCune, "Vocational Education: A Dual System," *Inequality in Education*, 16 (1974), 26–34.

[17] See, for example, Advisory Council on Vocational Education, *Vocational Education* David

The 1960's reforms, as well as today's career education proposals, were designed to correct these flaws, and some have interpreted the changes as significant redirections of vocational education. More striking than the changes, however, have been the continuities between the past and the present. First, the advocates of vocationalism have consistently attacked schools for separating the home from the world of work, the growing child from adults in work settings. From this view—which, though broadly correct, is overly romanticized—these advocates argue that children are unprepared to work when they reach adulthood, and that schools must put work back into the daily experience of the young.

A second theme tying traditional vocational education to career education is the assertion that schools have exacerbated the separation of manual skills from mental skills, reinforcing academic snobbery and creating feelings of inferiority among the "manually motivated." Social values that stress the superiority of one group over another are thus seen as rooted in the imbalance between academic and vocational learning that creates an oversupply of highly educated individuals. To correct these evils, schools must integrate manual work with academic learning.

A third continuity has been the belief that career education or vocationalism will solve economic crises. Early in this century the crises were the perceived shortage of skilled labor, the necessity for breaking the strength of unions, and the need to develop the country's human resources for economic expansion. During the 1960's and 1970's vocationalism and career education have each been seen as a way of combating technology-caused unemployment and underemployment. We will consider each of these themes below.

Advocates have also argued that both vocational training and career education will contribute to the resolution of America's social and moral problems, particularly by integrating groups threatening the tranquillity of society and the schools. Initially, the principal threats were European immigrants and rural Blacks who lacked "industrial discipline," the work habits and attitudes necessary for functioning in capitalist workplaces.[18] In the 1960's, the threatening groups were city-dwelling racial minorities. Career education had added as a target group those

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Rogers, "Vocational and Career Education: A Critique and Some New Directions," *Teachers College Record*, 74 (1973), 471–511; and Beatrice Reubens, "Vocational Education for *All* in High School?" in *Work and the Quality of Life*, ed. James O'Toole (Cambridge: M.I.T. Press, 1975).

[18] On the integration of diverse groups historically into the industrial economy, see Herbert Gutman, "Work, Culture, and Society in Industrializing America, 1815–1919," *American Historical Review*, 78 (1973), 531–88.

"overeducated youth" who, because of their inability to find jobs commensurate with the skills and expectations they have acquired in college, threaten to be inept and disruptive workers.

There are, we should point out, some differences between the vocational education of the past and career education. The concern with middle class "overeducated" youth is new. Moreover, career education is considerably more ambiguous about the requirements of the workplace than the earlier vocational movement was. There also appears to be some movement within career education to enlarge available work roles for women. On balance, however, the assumptions of vocationalism have been consistent for more than half a century.

Criticisms directed against vocationalism have also been consistent. First, major evaluations of vocational programs have invariably noted their failures to resolve economic and educational problems, their lack of contact with labor market conditions, their preparation of students for jobs that do not exist, and their use of antiquated methods and equipment.[19] Testimony that employers prefer not to hire graduates from vocational programs and that such students are unable to obtain jobs in the areas for which they have been trained has consistently cast doubt on the economic value of vocational education. More recently, studies of the economic returns to vocational education have not found any economic advantages to vocational as opposed to non-vocational preparation at the high-school level.[20] Even in the narrowest economic terms, which have been its prime *raison d'être*, vocational education appears to have failed.

Second, vocational education has been charged with fostering a dual system of education, with lower-class and minority boys tracked into low-status vocational programs, lower-class and minority girls tracked into traditionally female occupations, and middle- and upper-middle-class students of both sexes placed in academic programs. The charge is even broader, since vocationalism fostered a form of curriculum differentiation that led to ability grouping, testing, and guidance counseling. These practices have fostered class and racial segregation within the schools that is unrelated to the vocational/academic split. Despite pleas by career educators that such segregation will be overcome, there is little evidence that those most discriminated against because of racial and class background will not still be channeled into career programs of relatively low status which offer dismal prospects for the future.

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[19] The major evaluations of vocational education have been: John Russell and Associates, *Vocational Education* (Washington, D.C.: U.S. Government Printing Office, 1935), the Panel of Consultants on Vocational Education (see note 15), and the Advisory Council on Vocational Education (see note 17). Curiously, all three of these reports, after criticizing vocational education for persistent failures, go on to reaffirm the importance of vocational education in solving economic and educational problems. See also General Accounting Office, *What is the Role of Federal Assistance for Vocational Education?* (Washington, D.C.: U.S. Government Printing Office, 1974).

[20] The most thorough review of this literature is that of Beatrice Reubens. Other useful reviews can be found in Jacob Kaufman, "The Role of Vocational Education in the Transition from School to Work," in *Public-Private Manpower Policies*, ed. Arnold Weber, Frank Cassell, and Woodrow Ginsberg (Madison: Industrial Relations Research Association, 1969); Kenneth J. Little, *Review and Synthesis of Research on the Placement and Follow-Up of Vocational Education Students* (Columbus: Center for Vocational and Technical Education, 1970); and Garth Mangum, *Reorienting Vocational Education* (Ann Arbor: Institute of Labor and Industrial Relations, 1968).

Finally, the problems that vocationalism has claimed to be able to solve—school dropouts, the lower status accorded "manual" as opposed to "mental" work, unemployment and underemployment, poverty, alienation—remain as troublesome as ever.

It seems unlikely that career education will be more effective in resolving these issues today than vocational education has been in the past, especially since career education has little to say about the actual roots of current social problems. The persistent failures of vocational education, in light of the continuities between the "new" and "old" vocational education movements, are sufficient to cast doubt on the claims made for career education.

Current Sources of Support for Career Education

The historical continuities reveal the roots of career education in the recurrent drive toward vocationalism during the twentieth century. It is also necessary, however, to look at the specific context of the late 1960's and early 1970's, because the immediate sources of support for career education are the trends and frustrations that have emerged in the last decade. In particular, the failure of liberal social and educational reform policies, the dilemmas posed by large numbers of youth whose economic and political roles have become a source of controversy, and the growing sense of crisis about work in America have stimulated support for career education and for a number of closely related educational reform proposals.

Attempts to reform the schools have always been prominent during periods of social stress.[21] But rarely have the attacks on schooling been as vitriolic as they were in the Sixties, and never before had criticism from the Left received so much attention. Critics complained that schools deadened the spirit, lacked creativity, and left students illiterate.[22] These conditions touched everyone, but the worst served were the poor and nonwhite, who were segregated and systematically deprived of dignity as well as chances for future success.[23] The swell of criticism led to a series of proposals that promised to redistribute power and resources within the existing school system, such as community control or compensatory education, or that promised to shift control over schooling from school systems to students and parents, such as alternative schools or deschooling.[24]

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[21] See Michael B. Katz, *The Irony of Early School Reform* (Cambridge: Harvard Univ. Press, 1968), and Tyack, *The One Best System.*

The desire to reform schooling was partly motivated by the same concerns that stimulated the manpower and community action programs of the Great Society. But the actual reforms became less credible as the Sixties wore on. The manpower programs were increasingly criticized as ineffective and then abandoned.[25] Moreover, a succession of studies argued that school resources were ineffective in producing cognitive skills and could not be used to equalize the life chances of the poor and the prosperous.[26] Others argued that schooling had become a credential with little relevance to individual or national productivity.[27]

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[22] See, for example, Paul Goodman, *Compulsory Mis-education and the Community of Scholars* (New York: Vintage, 1964); Edgar Friedenberg, *Coming of Age in America* (New York: Vintage, 1963); and Charles E. Silberman, *Crisis in the Classroom* (New York: Vintage, 1971).

[23] See, for example, Herbert Kohl, *36 Children* (New York: New American Library, 1967), and Jonathan Kozol, *Death at an Early Age* (Boston: Houghton Mifflin, 1967). See also the reports cited above on the failure of vocational education to reach disadvantaged children.

[24] The literature on this subject is vast; see, for example, Marilyn Gittel, *Participants and Participation* (New York: Praeger, 1967); Leonard Fein, *The Ecology of the Public Schools* (New York: Pegasus, 1971); Allen Graubard, *Free the Children* (New York: Pantheon, 1972); John Bremer and Michael von Moschzisker, *The School Without Walls* (New York: Holt, Rinehart, 1971); and Center for the Study of Public Policy, *Education Vouchers* (Cambridge, Mass.: Center for the Study of Public Policy, 1970).

[25] Sar Levitan, *The Great Society's Poor Law* (Baltimore: Johns Hopkins Univ. Press, 1969); Peter Marris and Martin Rein, *Dilemmas of Social Reform* (Chicago: Aldine, 1967).

[26] This line of argument was begun by James S. Coleman, Ernest Q. Campbell, Carol J. Hobson, James McPartland, Alexander M. Mood, Frederic D. Weinfeld and Robert L. York, *Equality of Educational Opportunity* (Washington: D.C.: Office of Education, U.S. Dept. of Health, Education and Welfare, 1966). For a summary of the literature, see Harvey A. Averch, Stephen J. Carroll, Theodore S. Donaldson, Herbert J. Kiesling, and John Pincus, *How Effective is Schooling? A Critical Review and Synthesis of Research Findings* (Englewood Cliffs, N.J.: Educational Technology Publications, 1974). See also the controversial work of Christopher Jencks, Marshall Smith, Henry Acland, Mary Jo Bane, David Cohen, Herbert Gintis, Barbara Heyns, and Stephen Michelson, *Inequality: A Reassessment of the Effects of Family and Schooling in America* (New York: Basic Books, 1972). Radical commentators have pointed out that the educational reforms of the Sixties were at best liberal palliatives and served to divert attention from more radical reforms of the underlying economic system. See especially Samuel Bowles and Herbert Gintis, *Schooling in Capitalist America: Educational Reform and the Contradictions of Economic Life* (New York: Basic Books, in press).

[27] The interest in credentialing was started by Ivar Berg in *Education and Jobs* (New York:

This reevaluation of schools' efficacy undercut the possibility of further liberal reforms. Since more radical proposals have been politically untenable, the only avenues for reform efforts—at a time when schools continue to be under attack from many quarters—have been essentially conservative ones.

The crises of the schools have been exacerbated by a demographic peculiarity. The baby boom after World War II inflated the numbers of youth during the 1960's. In response to demand for more schooling by an increasingly competitive labor market, and perhaps in response to the Vietnam draft, young people stayed in school rather than start work.[28] Their average increase in educational attainment led to a number of other problems. First, an exacerbation of credentialing made higher levels of education necessary to get decreasingly interesting jobs. Second, with the prolongation of their dependent status, young people found the transition to adult responsibility more and more problematic.[29] Finally, as increased schooling generated students' expectations of more independent, intrinsically interesting work than could be provided by the available jobs, dissatisfaction grew.[30]

However, dissatisfaction with work extended beyond the over-educated and under-motivated. The "discovery" of widespread and increasing worker discontent in the early 1970's indicated a problem that was critical not only in itself, but also in its economic effect. A decline in productivity worsened the United States' international competitiveness and the inflation-unemployment trade-off. Moreover, there was fear of labor unrest, caused this time not by wage demands, but by conflict over the nature of work and control over the work process.

While career education represents a continuation of earlier vocational movements, it arose partly as a response to these specific complaints. The proposals of career educators also resemble several proposals from a variety of other sources. The National Commission on the Reform of Secondary Education, the Panel on Youth of the President's Science Advisory Committee, and such radical critics of the schools as Ivan Illich have all concluded that direct work experiences are necessary to integrate school and work and have reaffirmed vocationalism as a central goal of the educational system.[31] Even the authors of *Work in America*, having

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Praeger, 1970). See also the essays in Margaret Gordon, ed., *Higher Education and the Labor Market* (New York: McGraw Hill, 1974).

[28] Norman Ryder, "The Demography of Youth," in *Youth: Transition to Adulthood*, Panel on Youth (Chicago: Univ. of Chicago Press, 1974).

[29] This is the main point of the Panel on Youth's *Youth: Transition to Adulthood*.

[30] Samuel Bowles, "Contradictions in U.S. Higher Education," in *Modern Political Economy: Radical v. Orthodox Approaches*, ed. James H. Weaver (Boston: Allyn and Bacon, 1972).

[31] National Commission on the Reform of Secondary Education, *The Reform of Secondary Educa-*

documented the adverse effects of work as it is currently structured, recommend that schools simulate work environments and expand continuing education programs so as to draw work and education closer together.[32] Simmering just below the surface of these proposals, as well as those of career educators, are fears that the United States is prone to racial, student, and worker unrest and that, if more effective socialization measures are not undertaken, dissatisfaction with school and work may lead to a recurrence of the conflicts of the 1960's. Career education is thus not an isolated response; its assumptions about work and school have been widely accepted, and its proposals have been independently corroborated.

The Nature of Work Under Advanced Capitalism

Career education is not directed toward changing the occupational and economic structure. Instead, it takes that structure and the nature of jobs as given, and tries to match potential workers to jobs. For career education to achieve its goals, its assumptions about the nature of work must be accurate. To the extent that these assumptions are inaccurate, we can expect career education to replicate the historical weaknesses of vocational education.

Career educators are right in assuming that work is a critical activity, in the sense that it is central to individual self-definition; we are not yet such an affluent society that leisure has become our primary occupation.[33] But while most people value work in the abstract, career educators have ignored mounting evidence that the particular jobs available in advanced capitalist economies lack the moral qualities attributed to work generally.[34] In fact, most work is boring. Its

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tion (New York: McGraw-Hill, 1973); Panel on Youth, *Youth: Transition to Adulthood;* Ivan Illich, *Deschooling Society* (New York: Harper, 1971). For a more complete analysis of the Panel on Youth report, critical as we are of its assumptions about work, see William H. Behn, Martin Carnoy, Michael A. Carter, Joyce C. Crain, and Henry M. Levin, "School is Bad; Work is Worse," *School Review*, 83 (1974), 49–68. For an analysis of why Illich is not the radical reformer he appears to some to be, see Herbert Gintis, "Towards a Political Economy of Education," *Harvard Educational Review*, 42 (1972), 70–97.

[32] *Work in America* (Cambridge: M.I.T. Press, 1973), ch. 5. See also James O'Toole, "The Reserve Army of the Underemployed."

[33] For a summary of the importance of work, see *Work in America*, ch. 1. Some career educators recognize the possibility that work may become less important relative to leisure activities. In this case, the purpose of career education would be to prepare individuals to spend their leisure time creatively; see Marland, pp. 41–42. This, however, conflicts with the thrust toward job preparation, and illustrates the general uncertainty over the adult roles career education should anticipate.

[34] For the most thorough documentation on this point, see *Work in America* and some of the papers prepared for that volume, collected in O'Toole, *Work and the Quality of Life*. See also Harold L. Sheppard and Neal Q. Herrick, *Where Have All the Robots Gone?* (New York: Free

unvaried routine, the simplicity of most tasks, and the constant supervision characteristic of hierarchical settings all deny workers a sense of competence and a feeling of responsibility. Because their roles in the production process are so small and the products they produce are so often superfluous and trivial, workers have little sense of accomplishment. They are denied a sense of connectedness with their fellow workers and the rest of the economy because they are systematically isolated from one another and because personal relations are mediated by impersonal market relationships. Hence, the faith that the moral benefits of work can counteract a sense of individual aimlessness or a lack of attachment to social institutions is seriously misplaced.[35] In fact, given the negative aspects of most jobs, the introduction of "real work" in the schools might have just the opposite effect from that intended: feelings of alienation, anomie, and disconnectedness, or physical manifestations such as hypertension, high blood pressure, and poor mental health might begin earlier.

There is, in addition no reason to suspect that working conditions are improving or that levels of job dissatisfaction will decrease. The central drive in capitalist development is the accumulation and concentration of capital, which under corporate capitalism comes to be held and managed by corporate firms rather than by individual entrepreneurs. The production process is carried out by workers who have little stake in production other than their wages. In fact, contrary to the desires of capitalists and managers, workers have every incentive to work as little as possible.[36] Production managers are largely concerned with the pace of work and the introduction of new procedures and technical processes, all in the interests of profits and capital accumulation. Following principles of "scientific management," managers break jobs down into their smallest components, assigning each component to a different worker. This fragmentation of tasks has two effects from the standpoint of management: since workers no longer have knowledge of the whole production process, they are increasingly dependent on managers to be told what to do, and since workers trained in all aspects of production are paid more highly than those who are not, replacement of the former by the latter reduces labor costs.

Press, 1972); Judson Gooding, *The Job Revolution* (New York: Walker, 1972); Studs Terkel, *Working* (New York: Random House, 1972); and Richard Sennett and Jonathan Cobb, *The Hidden Injuries of Class* (New York: Knopf, 1972).

[35] For evidence that even advancement in the occupational structure often fails to eliminate these feelings, see Sennett and Cobb.

[36] For a graphic description of the constant battle between workers and managers over the amount of work performed, see William Foote Whyte and Melville Dalton, *Money and Motivation* (New York: Harper, 1955).

While this practice may be efficient by capitalist criteria—that is, it may result in the greatest profit because of increased control and lower labor costs—the implications for workers themselves are devastating. Jobs become increasingly repetitious, and require little competence. As a consequence, they become uninteresting, unfulfilling, wasteful of human capacities, and conducive to physical and mental health problems.[37]

The degradation of work has been continuous. In the middle and late nineteenth century, the use of machinery led to the replacement of skilled craftsmen by semi-skilled operatives and a small number of skilled machinists and mechanics. Early in this century, the introduction of scientific management and the assembly line further divided and routinized jobs. A similar division of labor has affected white-collar work.[38] There is no indication that this process has stopped. While the conventional wisdom holds that automation increases the skill levels required by the mass of workers, in fact it either decreases the skills required by most workers, by concentrating skill and expertise in the hands of a small number of employees and degrading other jobs, or replaces one set of low-skill jobs with others of equally low requirements.[39]

Recognizing these trends is important since they fly in the face of basic post-World War II economic and social policies that presumed the United States was moving from a production-of-goods economy based on physical labor to a distribution-of-services economy based on mental abilities. Incorporated into that premise were the beliefs that white-collar jobs would replace blue-collar jobs, with a subsequent increase in worker satisfaction; that automation would soon reduce the number of unskilled and semiskilled jobs to insignificance; that economic productivity was most effectively enhanced by advanced schooling; and that leisure would soon become a major preoccupation of the American worker. Many of these beliefs have now been challenged. While there has been a decline in the proportion of unskilled workers, most jobs remain (and will remain) dull and uncreative. Complex jobs are frequently broken down into routine work requiring limited skills. Most white-collar workers shuffle papers in routine fashion. Service work, the area of most rapid growth, amounts to little more than cleaning up after others, often without the benefits of union protection, decent salaries, or security. Service workers account for over 20 percent of the work force; nearly 30 percent of them earn less than $4,000 annually. Finally, the expected "leisure revolution" has not occurred. Where time has become available, many workers have sought second jobs. In short, as Levitan and Johnston conclude, "the evolution of the postindustrial economy has clearly not resulted in a 'quality of work revolution.' . . . Millions of dull factory jobs remain, and millions of equally dull office jobs have been lately added to the job market."[40]

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[37] For an expanded analysis, see Harry Braverman, *Labor and Monopoly Capital* (New York: Monthly Review Press, 1974); see also Stephen Marglin, "What Do Bosses Do? The Origins and Functions of Hierarchy in Capitalist Production," *Review of Radical Political Economics*, 6 (1974), 60–112. For a general discussion of underemployment see O'Toole, "The Reserve Army of the Underemployed." There are, of course, a small number of jobs with high skill levels and greater worker discretion. But since the process of capitalist development is incessant in its search for ways to increase control and cut costs, even these jobs are themselves subject to division and degradation. For example, many jobs that have been performed by highly trained engineers are now being performed by computers, replacing engineers with unskilled technicians and a smaller number of high-level programmers (see Braverman, ch. 10).

[38] Braverman, ch. 15.

[39] James Bright, "The Relationship of Increasing Automation and Skill Requirements," in *The Employment Impact of Technological Change*, National Commission on Technology, Automation, and Economic Progress (Washington, D.C.: U.S. Government Printing Office, 1966). He presents evidence that skills on the average decrease as automation increases. An example is the development of computer-aided machines (numerical control techniques) to eliminate machinists and other skilled workers; see Braverman, ch. 9. In another paper in the same volume, "Changes in Skill Requirements of Occupations in Selected Industries," Morris Horowitz and Irwin Herrnstadt conclude, on the basis of a literature review and an analysis of five industries, that overall skill levels have on the whole neither increased nor decreased over a period of fifteen years of automation. See also Charles E. Silberman, *The Myth of Automation* (New York: Harper, 1966) for anecdotal evidence on the lack of skill increases necessitated by automation.

One of the major assumptions of career education is thus correct: Raising a person's level is not necessary for him or her to keep pace with automation and the increasing technical sophistication of work. Such training wastes time and resources, and gives students the false expectation that jobs will utilize their skills. But while acknowledging that extended education is unnecessary for most jobs, career educators paradoxically claim that the skills jobs require are too complicated to learn on the job without the intervention of schooling. Yet skills for most occupations are learned relatively easily and quickly.[41]

More disturbing is the false hope that career education will enhance worker mobility. The fragmentation of work roles under capitalism creates a large number of low-skill jobs and a small number of high-skill jobs. As increasing amounts of control and responsibility are vested in a small group of engineers, managers, and professionals, and as the formal requirements for entry into these occupations become more rigid, the ability of workers to move up a progression of jobs is reduced. Career ladders are, for most workers, rather short; most mobility is instead horizontal to different jobs that require about the same level of skill and responsibility.[42]

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[40] Sar Levitan and William Johnston, *Work is Here to Stay, Alas* (Salt Lake City: Olympus, 1973), p. 109; see also O'Toole and Braverman.

[41] For schooling and training requirements by industry and by occupation, see Richard Eckhaus, "Economic Criteria for Education and Training," *Review of Economics and Statistics*, 46 (1964), 181-89; and James Scoville, "Education and Training Requirements for Occupations," *Review of Economics and Statistics*, 48 (1966), 387-94.

Whether career ladders are becoming even shorter is unclear, but the phenomenon of the secondary labor market reveals that many jobs do not have larger opportunities built into them. These jobs tend to be poorly paid, with bad working conditions, capricious supervision, and short or non-existent job ladders; as a consequence, turnover is high. Such jobs are found disproportionately in those occupations and sectors that are growing rapidly, especially clerical and sales occupations and the service sector. In addition, there is a widespread conversion of primary sector jobs into secondary jobs, and this further reduces the possibilities of job mobility.[43] Finally, as James O'Toole has noted, many new jobs or "new careers" that appear to have upward mobility possibilities—health paraprofessionals, teachers' aides, and technicians with two-year degrees are prime examples—in fact do not contain career ladders. It is also useful to note that the seven largest expanding occupational groups are secretaries, retail sales clerks, pre-college teachers, restaurant workers, drivers and deliverymen, bookkeepers and cashiers, and cleaning workers. These account for almost twenty million workers, most of whom are in rapidly changing occupations that are unchallenging and allow for little flexibility or creativity.[44]

It is foolish to make claims for the efficacy of schooling programs without acknowledging the structure of labor demand. Since relatively few jobs are arranged in career ladders of any length, the declaration that career education will prepare all individuals for careers rather than dead-end jobs is based on a misconception of the world of work. Rather than prepare an individual for the highest positions on the occupational ladder, the kinds of courses and clusters offered in career education are designed explicitly to prepare students for entry-level jobs. As long as jobs themselves are arranged in short ladders and the route to occupations of greater responsibility and status lies only through increased formal schooling, the claim that career education will prepare individuals for a progression of jobs is hollow.

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[42] On horizontal mobility in the automobile industry, see Ely Chinoy, *Automobile Workers and the American Dream* (Boston: Beacon, 1955). There are few longitudinal data on intra-occupational mobility. For a non-longitudinal study, see Peter Blau and Otis Duncan, *The American Occupational Structure* (New York: Wiley, 1967).

[43] On the secondary labor market generally, see Peter Doeringer and Michael Piore, *Internal Labor Markets and Manpower Analysis* (Lexington, Mass.: Heath, 1971); Michael Piore, "On-the-Job Training of Disadvantaged Workers," in *Public-Private Manpower Policies*, ed., Arnold Weber, Frank Cassell, and Woodrow Ginsberg (Madison: Industrial Relations Research Association, 1969); Michael Piore, "Notes for a Theory of Labor Market Stratification," Working Paper No. 95, Dept. of Economics, M.I.T. Oct. 1972; David Gordon, "From Steam Whistles to Coffee Breaks," *Dissent* (1972), 197-210; and David Gordon, *Theories of Poverty and Underemployment* (Lexington, Mass.: Heath, 1972).

[44] See O'Toole, "The Reserve Army of the Underemployed," and Levitan and Johnson, *Work is Here to Stay, Alas*.

Career educators are prone to a similar misunderstanding of the economy. The notion that unemployment is due to the mismatch of workers and jobs, and can therefore be cured by training workers for those jobs which do exist, ignores the fact that the employment level is dependent on the overall health of the economy.[45] "Normal" unemployment—the level that is politically tolerable—was between 3 percent and 4 percent during the 1950's, and rose to about 5 or 6 percent in the late 1960's. At the present time, with unemployment hitting a nationwide high of 9.2 percent in June 1975, "normal" unemployment appears to be between 6 and 8 percent.[46] Here, as before, career educators have misunderstood the nature of the labor market, and as a result their claims that career education can reduce unemployment are seriously inflated.

The same misperception about the nature of the demand for labor underlies the views of career educators toward dropouts. For some groups within the population, notably minority and lower-class youth, leaving school is economically rational because the monetary returns to additional years of secondary school are low or non-existent.[47] Schools are in fact not meeting the economic needs of these groups. However, the view that career education can lead to employment always *assumes that the cause* of unemployment is a mismatch between the skills that available jobs require and the skills that schools provide. But if the demand for labor is insufficient, discrimination is serious, and the worst jobs demand little skill—as is the case—then some groups will always be unemployed and underemployed, and additional skill training will serve no purpose.[48]

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[45] See Rogers, "Vocational and Career Education." For a similar point with respect to manpower training see Garth Mangum, *MDTA: Foundation of Federal Manpower Policy* (Baltimore: Johns Hopkins Univ. Press, 1968). The ability of career educators to match workers to jobs is in any event doubtful; the ability of vocational educational graduates to find jobs in areas they have been trained in has been dismal, as Beatrice Reubens in "Vocational Education for *All* in High School?" has documented. Even in the $21.5 million school in Dallas that Marland describes as a model for career education, the planners seriously miscalculated the demand for different clusters.

[46] The rise in acceptable levels of unemployment bears no relation to the mix of skills available in the labor force for two reasons: education and training levels have continuously increased during this period, and the period of time is long enough so that imbalances between the composition of demand and supply for labor would have been corrected. There are, of course, cycles of shortages in specific occupations followed by surpluses due to over-reaction; these have occurred most spectacularly and visibly with engineers, teachers, and Ph.D.'s. But the contribution to the overall unemployment rate due to such surpluses is trivial and short-lived; adjustments to imbalances of supply and demand in most occupations are rather swift, even in occupations which require lengthy training cycles. See Richard Freeman, *The Market for College Trained Manpower* (Cambridge: Harvard Univ. Press, 1971).

[47] See, for example, Barbara Bergman and Gerolyn Lyle, "The Occupational Standing of Negroes by Area and Industry," *Journal of Human Resources*, 6 (1971), 44–55; Bennet Harrison, "Educa-

The surfeit of "over-educated" students is a separate but related problem. Career educators ascribe it to an erroneous but widespread "myth": that only a college education can prepare an individual for a satisfying future. Students thus plunge blindly on to college without plans or goals; the result is a surplus of college-educated youth that is likely to increase.[49] Career educators assume that bringing students into contact with the world of work and giving them "realistic" aspirations will blunt students' drives to college. Career educators presume that the crisis of credentialing is largely due to students' irrational perceptions of and competition for the rewards of college. But such a view fails to recognize that the conditions underlying over-credentialing may not be wholly irrational. Given an occupational structure with relatively few jobs at the top, and with all social goods—income, status, control over work, job satisfaction—allocated disproportionately to those top jobs, it is rational for individuals to do whatever they can to obtain those jobs. Of course, the rational attempts of individuals to increase their education levels result in an excess of years in school and a concomitant devaluation of credentials. Only three kinds of changes can reverse this trend: the reallocation of social goods to jobs with lower training requirements, which would necessitate a radical transformation of the economy; a willingness on the part of employers to ignore educational attainments in selecting employees; and a refusal on the part of educational institutions to accede to demands for increased schooling. The first two of these are beyond the power of the schools themselves. The

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tion and Underemployment in the Urban Ghetto," *American Economic Review*, 62 (1972), 796–812; Stephan Michelson, "Incomes of Racial Minorities" (unpublished paper, Brookings Institution, 1968); Bradley Schiller, "Class Discrimination versus Racial Discrimination," *Review of Economics and Statistics*, 53 (1971), 263–69; Randall Weiss, "The Effect of Education on the Earnings of Blacks and Whites," *Review of Economics and Statistics*, 52 (1970), 150–59; and Geoffrey Carliner, *Returns to Education for Blacks, Anglos, and Five Spanish Groups*, Working Paper No. 250, Institute for Research on Poverty, Univ. of Wisconsin, 1975.

[48] For a theory of job competition see Lester Thurow, "Education and Economic Inequality," *The Public Interest*, 28 (1972), 66–81.

[49] The most frequently cited projection is that, by 1980, only 20 percent of jobs will require a college degree, but 52 percent of high school graduates are continuing to college. See O'Toole, "The Reserve Army of the Underemployed."

third is within their power, but is unlikely in the face of the political and economic pressures students can bring to bear.

The assumptions of career educators about the nature of work and the demand for labor are largely a myth. The world they posit, in which career education can make all work satisfying and all training useful, is a world we would no doubt prefer to the one we inhabit. But in constructing this Utopia, career education simply reflects the more general dilemma of schooling. Capitalism is an economic system in which capital is central. As part of a drive for profits and the accumulation of capital, managers in an economic system like ours endlessly divide, simplify, and eliminate jobs. This results in an increase in unemployment and a constant status of underemployment for most workers. The economic system values capital resources at the expense of human resources. Yet the schooling system is charged with the development of human resources, and thus its central purpose is in sad contradiction to that of the economic system it serves.[50]

Conclusions

Many of career education's criticisms of school and work are well-taken. Schools are not especially pleasant places, and "general" education programs in particular are dumping grounds which should be abolished. The educational requirements for jobs have been artificially inflated, and access to jobs has become an increasingly rigid process. There is substantial dissatisfaction with work, though in an economic recession simply having a job becomes paramount.

But career education has little to offer in resolving these problems. Despite its assertions to the contrary, it is primarily a renewal and expansion of vocational education, a movement that has previously proven itself ineffective in reducing the gap between rich and poor, in enhancing school learning, in solving social and economic problems, and in improving the status of physical work. Career education's view of the moral benefits of work is incongruent with the nature of most jobs or the logic of corporate capitalism. Its presumption of training for career ladders with substantial upward mobility is largely fraudulent, given the present job structure. Finally, its argument that unemployment, underemployment, and worker dissatisfaction are largely due to a mismatch between job requirements and worker skills and expectations blames the victims for crimes committed by the economic structure.

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[50] It is possible to conceive of a system in which work and school are integrated. In China, for example, students produce goods that are sold in stores or used to produce other goods as part of their normal course of studies. But there is a logic to the integration that does not hold for the United States. The production of goods and food is meaningful in a society that has only recently emerged from widespread poverty. In contrast, while there are unmet needs in the United States, goods produced in the American private sector are often superfluous, trivial, or dangerous, and are produced for the profit of the few. In addition, worker participation in decision making appears widespread in China and the distribution of social goods relatively egalitarian. A strong sense of community and purpose also serves to animate work among the Chinese people. Few of these conditions hold for the United State where almost all jobs are motivated by external reward—primarily wages, and secondarily status and power. See Committee on Concerned Asian Scholars, *China! Inside the People's Republic* (New York: Bantam, 1972); Jan Myrdal, *Report from a Chinese Village* (New York: Pantheon, 1965); and a film made by Betty McAfee of a Peking elementary school during an American Federation of Teachers-sponsored visit to China in 1973.

Career education is not directed at resolving social problems, developing avenues of upward mobility, or making school and work more satisfying experiences. It is aimed instead at reducing expectations, limiting aspirations, and increasing commitments to the existing social structure. The replacement of hazy educational goals with "realistic" vocational goals, while appearing benevolent, actually strengthens the "cooling-out" function of schooling.[51] College graduates are less satisfied, less controllable, and less productive in menial jobs than workers without higher education,[52] and there are few non-menial jobs. Career education attempts to attenuate this dysfunction by bringing aspirations in line with the availability of high-skill jobs, by replacing high aspirations with lower ones, and by preparing students in ways that make continuation to higher education more difficult.

We thus conclude that career educators have a mistaken sense of priorities. We do not believe that the rebellions of the 1960's were largely due to overexpectations or to ineffective socialization. Rather, they were responses to substantive social issues: inequalities in the economic structure, racism, and a corrupt war. Career education ignores the substance of these issues. Accepting the economic system as just, it seeks to make people satisfied with their roles in a society that distributes social goods inequitably. It stresses the importance of increasing productivity without asking what is being produced and toward what ends. It claims that American society does not need all the "intellectual and developed capacities of its citizens in the work force"[53] without asking whether such a waste of capabilities makes sense. But Americans have a right to demand an equitable distribution of goods and a sharing of power and, if all jobs cannot be made interesting, to have compensatory monetary and social rewards. These alternatives belong to a very different world from the one career education proposes for us.

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[51] For a description of the "cooling-out" function, see Burton R. Clark, "The 'Cooling-Out' Function in Higher Education," *American Journal of Sociology*, 45 (1960), 569-76; and Jerome Karabel, "Community Colleges and Social Stratification."

[52] For evidence that over-qualified workers are the worst in terms of output measures, see Lynn Rigby, *The Nature of Human Error* (Albuquerque: Sandia Laboratories, 1970) and Berg, *Education and Jobs*. On the general theme of the dysfunction of higher education for most jobs, see Bowles, "Contradictions in U.S. Higher Education."

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[53] Marland, *Career Education*, p. 41.

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The Earl Warren Legal Institute
School of Law
University of California, Berkeley

Chairman PERKINS. Go ahead, Dr. Grubb.

Without objection, the text of your prepared statement will be inserted into the record at this point.

[The prepared statement of Dr. W. Norton Grubb follows:]

PREPARED STATEMENT OF W. NORTON GRUBB, CHILDHOOD AND GOVERNMENT PROJECT, UNIVERSITY OF CALIFORNIA, BERKELEY

I am an economist at the Childhood and Government Project, a part of the University of California at Berkeley. This Project is currently investigating governmental policies towards families and children, including education as well as such other programs as child care and welfare. In the course of this work, I have investigated career education as one of the developments within education which has recently attracted a great deal of attention. My findings have been previously published in some detail in the *Harvard Educational Review* of November 1975, in an article entitled, "Rally 'Round the Workplace: Continuities and Fallacies in Career Education." In this testimony I will be able to present only a few of the arguments contained in that article.

In my view, career education is a reform which promises much more than it can deliver. In fact, it is likely to deliver so little that I feel that it should not be supported—not by this subcommittee; and not by the appropriations in the Elementary and Secondary Career Education Act of 1977. My reasons for opposing career education are somewhat complex, for good reason: career education has not been in existence long enough to develop a firm model of what it is. While efforts are now being made to show that "career education works," most of these have been rhetorical rather than based on substantive data. There are no career education programs which have been established long enough to evaluate the potential of career education. Therefore my objections necessarily involve a forecast of what is likely to happen if career education receives further support, based on two different kinds of arguments.

First, I will briefly explain the historical origins of career education. The point of doing this is to clarify the similarities between career education and vocational education, and to suggest that the weaknesses and failures of vocational education are likely to be repeated in career education. Second, I will examine some of the assumptions about the relation between schooling and work which are embodied in career education. It is my contention that these assumptions are fundamentally wrong, and that career education as a response to current problems in the relation between school and work is therefore fundamentally wrong.

Finally, at the end of my testimony I will present two less principled but more pragmatic objections to the H.R. 7: that the need for a further infusion of federal money is not clear and that the bill does not strongly address some of the evident problems of career education.

Career educators have taken great pains to dissociate career education from vocational education, and to claim career education as a new kind of schooling. However, when one studies the historical record, it is clear that the claims made on behalf of career education are precisely those made on behlaf of vocational education in earlier periods of reform: in the manual training movement of the 1880s; in the vocational education movement leading up to the Smith-Hughes Act of 1917; in the reincarnation of vocational education in the Vocational Education Act of 1963 and the Amendments of 1968. All of these earlier reforms, as well as career education are manifestations of *vocationalism*. This is a general approach to schooling which can be discerned in a variety of claims which have been made on behalf of vocational education in earlier periods and career education now. First, reformers have complained that school has become irrelevant to work, unresponsive to the needs of our economic system, and has therefore become boring to students who fail to see its relevance to adult life. As part of this argument, proponents of vocationalism have attacked schooling for exacerbating the separation of "manual skills" from "mental skills" and reinforcing a form of academic snobbery. By linking schooling directly to jobs, these proponents claim that the separation between school and work will be remedied, and academic snobbery eliminated by upgrading within the schools the status of "manual skills." Second, reformers have promised that vocationalism would solve certain economic problems. In the 1960s, vocational education was intended to solve the threat of technological unemployment and the particular problems of minorities in the labor market. Now career education promises to solve the problem of "over-educated youth" and the problems of unemployment and underemployment which have become increasingly serious. Third, reformers have promised a solution to certain social and moral crises, particularly those caused by groups who appear unruly or threatening to established values. In the 1960s these were minority groups who displayed their alienation from American life in urban riots. In the 1970s, the problem is posed by "overeducated youth" who threaten to be ineffective workers because of their inability to find jobs commensurate with the skills and expectations they have acquired, and by a possible general decline in the work ethic.

It should be clear that career education very much shares these three assertions. The point is that career education is an extension and elaboration of vocationalism, which is a particular view of educational, economic, and social problems, and which offers a solution through an increased emphasis within school on work itself and on work-like activities. The purpose of making the link between career education and earlier forms of vocationalism, including vocational education itself, is that in addition to duplicating the claims of vocational education, career education is likely to duplicate its failures as well. Again and again—in 1938, in 1963, and in 1968—vocational education has been examined under federal sponsorship in the process of revising Federal legislation. The criticisms in all three instances have been similar: that vocational education has generally prepared students for jobs which do not exist, that methods and equipment are frequently out of date, that vocational educators have been out of contact with labor market conditions, and that vocational education has displayed racial and sexual bias. The more recent literature evaluating vocational education, summarized by Beatrice Reubens of Columbia University and by the Committee on Vocational Education Research and Development of the National Academy of Sciences, has confirmed the earlier studies. By and large there is no consistent advantage to vocational preparation relative to non-vocational preparation at the high school level. Of course, there are some excellent vocational programs around the country, and these "success stories" have often been used to justify vocational education and career education. But for every successful program there is an unsuccessful one; the result is that, on the average, students who have been in vocational education programs are no better off than those who have not been in such programs.

This evidence constitutes a serious indictment of career education. After all, vocational education has had a long time to develop, to separate successful from unsuccessful methods. It has consistently expressed its intentions in terms similar to those of career education: to integrate school and work, to increase awareness of labor market opportunities, to base schooling decisions on local labor market conditions and job availabilities. Yet evidently vocational education has been unable to accomplish these objectives very well. Career educators have not yet indicated precisely how their programs will avoid the errors of vocational education. Until they do, the historical record indicates that career education will be another in a long line of educational reforms, revamping the schools in the name of vocationalism, but ending up as another in a long line of educational failures.

My second objection to career education helps explain why career education is likely to fail. Career education is based on a number of assumptions about the nature of work and the labor market which appear to be incorrect. As a consequence career education represents energies which are being directed at the wrong end of the school-work connection. I will present three examples of such assumptions.

First, many (though not all) of the advocates of career education have a romantic view of work that ignores evidence to the contrary. In their view, work itself is intrinsically rewarding exciting, uplifting; exposing a student to the nature of work will motivate him or her in ways that conventional school work cannot. Now some jobs are in fact like that, and all jobs may be like that for a short time. It is certainly true that the adult status and economic independence which go along with working are themselves exciting and rewarding, particularly to a young person who feels confined by family and school. But there is an increasing amount of evidence that work is not intrinsically satisfying, but is rewarding only in an extrinsic sense, as a source of income; that many jobs are not exciting, but quickly become boring; and that work may not be particularly uplifting, but result over time in feelings of alienation as well as physical manifestations such as hypertension, high blood pressure, and poor mental health. These phenomena have been clearly documented by the HEW Task Force that wrote *Work in America* and by a variety of other sources as well.

This evidence suggests that, rather than be motivated by early exposure to the world of work as it really is, students will be discouraged. It further suggests that any decline in the "work ethic" in this country is due not to a failure of those institutions which transmit values to the next generation, but instead to the fact that many jobs have become so unsatisfying that any real attachment to work is unthinkable. (In fact, a recent study of the unemployment rate by Martin Feldstein concludes that high rates of unemployment among young workers is due precisely to this reason: the jobs available to such workers are so boring and degrading that young workers quit in disgust.) Now there has been considerable debate over job satisfaction, and the issue is not easily resolved. However, the failure of career educators even to consider this alternative view of work and what it might mean for career education presents a real danger that the efforts of career education will be seriously misplaced.

Second, by their emphasis on information about careers and experimentation with different jobs, career educators evidently feel that current problems in the labor market—unemployment, underemployment, the "overeducated" American—are caused by by a mismatch of workers and jobs, which can be corrected by more precisely preparing students for those jobs which do exist. In this sense, career education is a mechanism for perfecting the labor market, which is as we know a market which works rather imperfectly. But this approach ignores the increasingly evident fact that the functioning of the labor market is due more to the overall health of the economy. When unemployment rates are very low, then there may in fact be bottlenecks of various kinds which might be resolved through better information. But when unemployment rates are high—as they have been throughout the 1970s—then it is relatively more likely that the normal search patterns of unemployed workers will solve the mismatch between workers and jobs. As long as unemployment rates remain so high, then the efforts of career educators are likely to be overwhelmed by the level of unemployment itself, by the simple fact that there are not enough jobs. More generally, it is foolish to make claims for the efficacy of schooling programs without considering the overall level of labor demand, and this is a factor that career educators have never acknowledged.

Third, in focusing on the problem of "overeducated youth," career educators assume that students continue to college without plans or goals, resulting in a surplus of college-educated workers; if these students only knew about alternative careers, the argument goes, they would not pursue a college education so mindlessly. But the evidence suggests that high levels of college attendance have been motivated more by the fact that there has been a susbtantial economic return to college. Career decisions do not appear to be mindless at all; they appear in fact to be motivated by relatively rational calculations of economic advantage. This being the case, it is unclear to me what the information of career education might bring to students weighing career alternatives.

To summarize my second point, career education has largely ignored some of the most critical facts about the labor market as it now functions. Since career education is most fundamentally concerned with integrating school and work, I do not see how career educators can achieve their goals when they have such an incomplete understanding of the job market. Again, this leads me to forecast that career education, like earlier forms of vocationalism, will be unable to live up to its promises.

I think we can agree that there are serious problems in the world of work: the high levels of unemployment and underemployment we now observe, particularly among young workers and among minorities, mean that aspirations are being thwarted and frustrations are building as never before. In general, there are two different kinds of solutions to these problems. One is to focus on the preparation of workers, through schooling, manpower training programs, and the like. The second is to focus on the structure of available jobs, through efforts to decrease the overall unemployment rate, programs of job creation, and efforts to restructure jobs (as in job enrichment programs). The first approach is that of career education. It was also the solution embodied in the vocational education and manpower programs of the 1960s, most of which have since been shown to be ineffective in preparing workers for jobs. Rather than a bold new strategy, career education is in fact an extension of an old and well-worn approach, one which has been tried and found wanting. In my opinion, there is little point in continuing to concentrate on this first kind of solution. The time has come to emphasize the supply of jobs available and the nature of those jobs. Unless this approach is taken, career education appears to me to be simply a way of making the expectations of students conform to a labor market which is characterized by high rates of unemployment and underemployment, one in which there are rather few opportunities for intrinsic satisfaction and personal growth.

I would like to make two more pragmatic objections to the H.R. 7 as it now stands. First, I don't see that there is any real need at this time for more federal money. On the basis of some national assessments of existing career education programs, it seems that the existing efforts of the Office of Education and the National Institute of Education have been sufficient to stimulate a large number of states and local school systems to support career education programs. Of course, career educators would like more money, as would we all; but career education shows no signs of disappearing because of lack of Federal support. It would seem to me to be a far wiser course for Congress to watch the development of career education over a longer period of time, long enough to allow a real model of career education to develop and for some evaluation of career education programs to take place. At that point it might be appropriate to use Federal funding as a way of supporting the strengths and eliminating the weaknesses of career education. But H.R. 7 as it now stands is indiscriminate, giving financial support to states to do as they choose, and exerting no real control or judgment over the development of career education. This seems to me to be an abdication of the leadership function of the Federal Government in the sphere of education.

Along the same lines, there are few restrictions in H.R. 7 on the way Federal monies are spent, even though there are some clear problems in career education even in its limited development. One is the finding that career education materials biased by race and sex, presenting stereotypes which are detrimental to the free career choices of minority and women students. At the very least, the bill should be amended to incorporate a ban on racial and sexual discrimination in all aspects of career education. Second, there is some danger that career education may be transformed from a program based on real experiences of work into another classroom exercise on the subject of work, which would be a step backward from any point of view. H.R. 7 does not discourage this, and in fact appears to encourage it in restricting career education to those activities not "involving specific job skill training" (Sec. 11, ¶(1)(B)). Third, I see nothing in the bill that might ensure a close relation between career education and the labor market, an attempt to avoid some of the past failures of vocational education in this respect.

But while some changes could be made in H.R. 7 to address some of these issues, the beneficial effect on career education would be minimal. Career education is too fundamentally flawed—in its assertions about the power of school-based activities, and its assumptions about the nature of work—for it ever to work very well.

STATEMENT OF DR. W. NORTON GRUBB, SCHOOL OF LAW, UNIVERSITY OF CALIFORNIA, BERKELEY, CALIF.

Dr. GRUBB. Thank you for the opportunity of speaking. My name is Norton Grubb. I am an economist at the Childhood and Government Project at Berkeley. We have been studying governmental policies toward families, and children in general, and obviously education is one of those policies.

I, in particular, have looked at career education as one of the reforms within schools which have attracted a great deal of attention.

My remarks are essentially summarized from an article written in the Harvard Educational Review—I believe you all have copies of that, as well.

In my view, career education is, in fact, a reform which promises a great deal, but which can offer very little, so little that I hope that this subcommittee will not support it and that it will not be supported by the appropriations in the bill.

My reasons for opposing career education are rather complex, for good reason: Career education has not yet been in existence long enough to establish even a very good model of what it is, and it certainly has not been in existence long enough for it to have been evaluated thoroughly.

Therefore, my objections are more in the nature of predictions of what career education is likely to be than they are evaluations of what it already has been.

I have two major arguments for my opposition to career education. My first argument is a historical one, and I want to point out the historical similarities between career education and vocational education.

The purpose of doing this is to suggest that the weaknesses of vocational education will, in fact, extend to career education as well.

My second argument will explain why I think that career education is likely to fail. Basically it is that career education has a number of assumptions underlying it about the nature of work, about the labor market, and about the relationship between school and work, which I consider to be wrong.

Finally, at the very end of my testimony, I will give you two less principled, but somewhat more pragmatic, objections to the bill as it is now written.

Career educationists, including Dr. Hoyt, have taken some pains to dissociate career education from vocational education and suggests that it is, in fact, a new educational reform. In fact, if you look at the historical record, it is quite clear that it is part of a series of reforms which date back to the 1880's, to the manual training movement then, to various forms of vocational education, and now to career education.

In fact, I call these various reforms "vocationalism," which is, in fact, a view of problems in society and a view of the relationship of school to work.

There are at least three different kinds of assumptions which underlay these various forms of vocationalism. First of all, reformers have claimed that schools have become irrelevant to work, that they have become boring to students who fail to see its relevance to their future life, and they promise to solve this problem by making schooling closer to the world of work.

Second, reformers have promised that vocationalism, vocational education first and career education now, would solve a number of economic problems. In the 1960's, vocational education promised to solve problems of technological unemployment and the particular problems which minorities faced in labor markets. Career education now promises to solve, again, problems of unemployment and underemployment, and the particular problems associated with the overeducated youth.

Third—and it is part of the solution to major economic problems—vocational programs and career education promise solutions to various kinds of moral and social crisis in our society, particularly those associated with integrating disruptive groups into our society. In the 1960's those disruptive groups were primarily minorities who manifested their discontent in burning and riots, quite obviously. In the 1970's, those disruptive groups appear to be young, overeducated workers who are unable to find jobs that they expect to find coming out of schools and potentially, at least, the discontent which may arise because of the purported break-down in the work ethic in general.

The point is that if you go over the historical record of these various reform movements, it is quite clear that career education is, in fact, a part of this trend. It is a cousin to vocational education, and that suggests that the failures of vocational education will, in fact, be replicated in career education.

Now, time and again, the Federal Government, as part of its legislative review process, has evaluated vocational education and found it to be deficient in a number of respects. It has generally found that vocational education prepares students for jobs which do not exist, that the methods and equipment which vocational educators, themselves, have not been knowledgeable about the labor market, have been out of contact with local labor markets, and that vocational education has displayed considerable racial and sexual bias in its treatment of students.

The more recent literature on the subject which has been summarized in a number of places confirms these past evaluations of vocational education, and in my mind, these are fairly definitive indictments of career education itself.

After all, vocational education has had goals quite similar to career education, trying to base schooling on labor market activities, to bring schooling and work closer together.

Vocational education, after all, has had about 70 years to refine its methods, to separate the methods that work from those that do not. Evidently, it has not been able to do that very well.

Now, career educators have not indicated where their methods will differ from vocational education, where they will try to improve on those of vocational educators, and until they do, I suggest that career education will, in fact, replicate the failures of vocational education.

Let me indicate a number of reasons why career education is likely to fail, based on an analysis of the assumptions underlying it.

In fact, there are many more assumptions than I can present to you which I think are faulty, but let me give you at least three.

First of all, like vocational education, advocates of career education have a very romantic notion of what work is. They seem to feel that work is, in fact, intrinsically satisfying, intrinsically rewarding, that it is exciting, it is therefore motivating to students who come into contact with it.

They have, in fact, no idea that there is evidence to the contrary, that, in fact, work may not be intrinsically satisfying, but more extrinsically satisfying—that is, that people work for wages and not for love of the job itself; that many, but not all jobs, obviously, are quickly boring, though they may be exciting for a short period of time and that work may not be itself uplifting, but in fact give rise to a number of psychological and physical problems: alienation in the psychological realm and physical problems which have been documented, such as hypertension, high blood pressure, poor health in a variety of ways.

This kind of evidence, which has been gathered by governmental task forces as well as others, suggests that exposing students to the world of work will, in fact, discourage them rather than encourage them. It suggests, in fact, that the whole purpose of career education in exposing the students to work will, in fact, be doomed.

What most disturbs me about this, given the complexity of the issue about the satisfactions intrinsic in work, is not the fact that career educators have, in fact, taken the wrong stance as opposed to the correct stance which I—as opposed to the stance which I have taken, which may or may not be correct—but rather that career educators have failed to acknowledge that there is an opposing view of work and that that view of work may, in fact, have significant consequences to career education programs.

A second assumption underlying career education is that problems in the labor market, problems such as unemployment and underemployment, the problem of overeducated youths with levels of schooling which far exceed those required for jobs that they can get, that those problems are due to a mismatch of workers and jobs and that that problem can be corrected by more precisely training students for those jobs which are, in fact, available.

In this sense, career education becomes a mechanism for perfecting the labor market and the labor market is, as we know, in fact the market which does not work very well.

But, in fact, this particular assumption underlying career education ignores the fact that the functioning of the labor market is, in fact, more due to the overall health of the economy, and particularly of the unemployment rate, than it is due to any kinds of training programs or educational programs, that are offered to students.

When unemployment rates are high, as they have been high throughout the seventies, as they are high now, then, in fact, the normal search patterns of unemployed workers in the labor market are expected to fill any vacancies available and the kind of training efforts to prepare students for specific jobs are likely, in fact, to be overwhelmed by the simple fact that there are not enough jobs available for the people seeking them.

It seems to me to be rather foolish to make claims for any programs to prepare workers without considering the level of unemployment which prevails in the economy and which is likely to prevail in at least the near and medium run future.

Third, career educators have, in fact, focused a great deal on the problem of overeducated youth. They seem to assume that many students continue onto college mindlessly, without considering alternative occupations. In fact, the evidence that the economists have collected suggest that the decision to continue to college is, in fact, economically rational based on the fact that there has been a significant economic return to college going.

This being the case, it is unclear what career education has to offer, what kind of superior information it has to offer above and beyond that of economic returns to various career alternatives.

It seems to me, then, that career education is fundamentally flawed in the view of work, in the view of labor markets, in the relationship between school and work that it has. This being the case, it seems to me, that career education, again, cannot possibly live up to its promises.

Let me draw back and take a slightly more abstract view of this. It seems that we can all agree that there are, in fact, serious problems in the labor market; that there are high levels of unemployment and underemployment; and the problem that this committee faces, as well as others concerned about it, is what ought to be done.

In fact there seems to be two distinct kinds of approaches to this. One is to focus on the preparation of workers through educational programs, manpower training programs, and the like.

The second is to focus on the nature of the jobs themselves, both the overall number of jobs and the nature of jobs.

The first approach, obviously, is that of career education. It is also the solution that was embodied in the vocational education and manpower training programs of the sixties. Those programs have, by and large, been shown not to be very effective in preparing workers for jobs, or in solving the problems of unemployment that they were directed at.

Rather than a bold new approach, it seems, then, that career education is an old approach, an approach which has been tired, and found wanting.

In my opinion, it is rather pointless to keep on seeking solutions of this sort. It would be my contention that the Congress would be better advised to concentrate on the supply of jobs themselves and on the nature of those jobs, rather than to go back to supply side policies, which have, in fact, failed in the past.

Let me make a more pragmatic objection to the bill as it is now written.

First of all, I do not see that there is any need for additional Federal money. The efforts of the Office of Education and the National Institute of Education have clearly stimulated a large number of States and local districts to support career education programs. It would seem to me to be a better tack for the Congress to wait until career education has been better developed and more thoroughly evaluated.

At that point, Congress could in fact, might in fact want to use Federal money as a way of strengthening the good points of career education and in doing away with the weaknesses. But as it now stands, the bill is now indiscriminate. It allows the States to do anything that they want to in the name of career education and, as far as I can see, that means advocating a Federal role in leadership and guidance of schooling.

There are, in fact, along the same lines, a number of ways in which the bill might be rewritten to correct those weaknesses of career education which are already evident.

For example, there is already some evidence that career education materials are biased by race and sex and present stereotypes which are not helpful to blacks, other minorities, and women in making free career choices. It seems to me that there could be restrictions in the bill regarding sex and race bias.

There is nothing in the bill which encourages a close relationship between schooling and work. In fact, there is no language at all about that particular problem.

There is some danger that career education will degenerate into a simple classroom exercise about the nature of jobs in the economy, which would be a backwards step from any point of view, either from that of so-called academic educators, or vocational oriented educators. And that backward step seems to be encouraged rather than discouraged by the lanuage of the bill.

But let me emphasize that whatever kinds of changes might be made to marginally improve the bill could not possibly resurrect career education. It strikes me as too fundamentally flawed in its assumptions for it ever to work very successfully.

Thank you.

Mr. QUIE. Thank you, Dr. Grubb.

Before I turn to my colleagues to ask some questions, I would like Dr. Hoyt, if you would, to respond to both of the other two members of the panel who take, I observe, a different view toward career education and the career education concept than you do. I know you were not aware of their testimony when you wrote yours. It would be interesting to get your reaction to their testimony.

Dr. HOYT. I would be pleased to try to do that, Congressman Quie. I am sorry that I had no opportunity to see the written testimony of either Ms. Kemble or Dr. Grubb prior to now, and I have just heard their oral remarks and have not had a chance to study their written testimony.

Let me begin just an informal response to Dr. Grubb, since he was the last one who spoke.

I note that Dr. Grubb voiced two major objections to career education, one that the weakness of vocational education will extend to career education; and second, the false assumptions about the nature of work and the relationship between education and work that career education makes.

He accused career education of simply being an extension of vocational education and listed some assumptions of what he calls "vocationalism" that, I think, need to be at least looked at.

Let me say these things.

First: In my testimony, I have tried to make it very clear that career education is in no way simply an extension of vocational education. Career education is an effort to bring proper emphasis to relationships between education and work, to the goal of education as preparation for work, over and beyond the specific vocational skill training afforded by vocational education.

Now, career education, while it is distinctly different from vocational education, does, to be sure, recognize the need for and the value of vocational education. We make no apologies for this, and we, as a matter of fact, are very strong supporters of vocational education.

The career education concept cannot be successfully implemented without strong programs of vocational education at the secondary school level, at the post-secondary/subbaccalaureate degree level, and with strong programs of professional specialization at the college and university level.

But those programs are concerned with providing youngsters with specific vocational skills for use in entering the labor market. Career education is more generically concerned with employability skills, with skills that will allow people to change with change in the labor market, rather than with specific vocational skills.

The 10 kinds of refocusing efforts contained in my testimony, each are posited in the form of a specific kind of employability skill that the career education effort seeks to provide for youngsters, not specific employment skills.

Now, in saying that, I say, well, we are different from vocational education. We are not about to join any arguments of those who fight vocational education. We support vocational education.

We applaud its past efforts, and we recognize the need for even stronger vocational education.

Second: Let me just say a word about Dr. Grubb's assertion that career education has some false assumptions about the nature of work and about relationships between education and work.

We obviously must disagree with that.

When we talk about work, we are talking, basically in career education about what we regard as a human need of every human being in this society, and that is the need to do, the need to accomplish, the need to achieve, the need to know that I have done something, that I am someone because I have done something. That because I exist and have done, the world is better off, in some way, to some extent.

Now, that, I submit, Mr. Quie, is a human need of all human beings, and that is the human need to work. Now, that human need has absolutely nothing to do directly with the fact that what many persons find in the world of paid employment is not work, but rather what I think could more correctly be called as labor, that as, as largely involuntary, somewhat meaningless efforts they are asked to produce for some employer.

This, we know. There are many, many jobs in the world of paid employment that do not allow one's human needs for work to be met in the workplace of paid employment. I have pointed this out time and time again in the literature that I have written on career education, as have others, that this is, in part, why in career education, we insist that the concept include work done as productive use of leisure time.

That is, the human need to work, if it cannot be met in the world of paid employment—and we admit that for some, it cannot—must certainly be met somewhere in the total lifestyle of the individual, and that is why we include the unpaid work and the productive use of leisure time and the concept of volunteerism and work in the home and family structure, all in the basic concept of career education.

That does not invalidate the concept of work, not one bit, as a human need.

Third: I would comment that career education is certainly, whatever it is, it is not an extension of vocational education, it is a supplement to vocational education.

I certainly, if you talk about Dr. Grubb's assumptions of vocationalism, if he makes an assumption that schooling should come closer in its relationship to the world of work and says that that is one of the assumptions of vocationalism, then to that extent, I would say education belongs in his general rubric of vocationalism, because we certainly do believe that education and work relationships need to get closer. There is no doubt—there is no doubt—about that.

If, on the other hand, as Dr. Grubb has done, he extends the assumptions of vocationalism to a statement that says that the schools will solve problems of unemployment, underemployment and those of the overeducated worker, I would simply say that it is very obvious to me that Dr. Grubb is unaware of the career education literature, because the literature in career education makes no such claims and never has.

In my prepared testimony, I might point to the subcommittee, on page 3, I make a few generalizations regarding career education and problems of youth unemployment where I try to put this in some perspective. I think the three paragraphs related to that topic there would best express my point of view, and all I have said there basically is if you do not have enough jobs, then the answer is to create jobs. If people do not have the skills required to fill the jobs that are available, then what you need are skills.

But if people lack employability skills, if they lack the basic academic skills required for employment, if they lack adaptability skills, if they lack the desire to work, then what is needed is career education.

And I submit that a large part of the problem of many, many persons—youth and adults in this society—are directly related to the goals and objectives of career education which go over and beyond any kind of jobs emphasis or any kind of vocational skill training emphasis.

I certainly need to respond very briefly to Dr. Grubb's assertion that career education focuses on problems of overeducated youth and his assumption that that is a misdirected assumption.

I would like to say to the subcommittee that we do not, in career education, subscribe to the concept of the overeducated individual. In our view, that is inconsistent with the definition and concepts of career education, that is, the concept of the overeducated individual makes sense only to those who believe that the only goal of education is preparation for work.

Now, career education, from the beginning—and in my prepared testimony I have reasserted that we are concerned with the goal of education as preparation for work as one among several basic and worthy goals of American education. We make no attempt in trying to further career education, we make no attempt to downplay, to demean nor to detract from any other worthy education goal that ever existed.

We simply are trying to bring a proper emphasis to the goal of education as preparation for work.

I have pointed out in my testimony in the case of students contemplating college attendance, we do not say to them—please consider not going to college because there are other ways of getting oneself ready for work. We instead try to say to them, if you regard college attendance as preparation for work, then you must, to be realistic in these times, also look at the other goals of higher education. There are additional reasons for going to college that extend well beyond the goal of education as preparation for work, and we would like students to better understand the multiple goals of higher education.

I can certainly speak for my colleagues with whom I teach at the University of Maryland. I think all of us at the University of Maryland are accepting of responsibility for education as preparation for work. But we are very concerned that students coming to us recognize that there are additional goals of higher education that extend well beyond that.

I have no quarrel with Dr. Grubb's comment that one of the possible approaches to making work a more meaningful part of a person's total lifestyle would be to change the workplace. That is obvious, and I say we have no objections to that. It goes beyond what those of us in career edcation can do.

We do think that American education does have a responsibility, has always had a responsibility, of helping youngsters prepare themselves for entry into the world of work and for changing with change in the world of work.

The greatest certainty facing today's youth is the certainty of uncertainty, the certainty of rapid change, and we think it is high time that American education did something about that.

Now, Mr. Quie, with respect to Ms. Kemble's testimony, I must say I was very pleased at Ms. Kemble's testimony. The questions that the AFT has raised about career education are, I think, adequately answered. I would be very pleased—I am sorry Ms. Kemble did not have a copy of my testimony beforehand; she is at the same disadvantage I am.

But I think what I said adequately responds to the concerns of the AFT. I have spent a very great deal of time, a huge amount of my time, I spend listening to classroom teachers in terms of their concerns about career education.

The concerns that Ms. Kemble voiced are the concerns of many teachers and there are none of them that cannot be taken care of in a correct implementation of the career education concept. I feel very, very comfortable about this.

I am, of course, as you know, Congressman Quie, my field is guidance and counseling, and I am a professor of counselor education at the University of Maryland and before that at the University of Iowa and the University of Minnesota.

So as a guidance and counseling person, I am extremely pleased to see the American Federation of Teachers support the need for guidance and counseling.

As one who has spent now approximately 30 years in the guidance and counseling field, I do feel obligated to say that while I remain as committed to guidance and counseling as I ever have been—or even more so—the longer I stay in the field, the more I recognize that the guidance and counseling needs of youth are going to have to depend on the help given by all sorts of people in addition to the professional counselors that I try to educate and that my colleagues in counselor education in other parts of the United States try to educate.

The guidance and counseling problems of youth today need the active help of classroom teachers from all disciplines. They need the active help—much more active help than we have had—of parents and involvement of parents. They need much more active help from representatives of the business and labor and industry segments of our society.

There are persons from all three of those segments of society who have learned some things from the school of hard knocks that some of our youngsters need to know now, in terms of getting adequate counseling and guidance.

I am very pleased with the emphasis that Ms. Kemble has put in her testimony and I feel very comfortable about it.

Mr. QUIE. Thank you. Dr. Hoyt.

Dr. Grubb and Ms. Kemble, I am going to give you a chance to rebut. Before I do that however, I want to make certain that my colleagues have a chance to ask some questions, but I just wanted to give you that assurance. I thought, from your body English, Dr. Grubb, that you wanted to rebut then and there. Ms. Kemble, you did not use as much body English, but first, let me yield to my colleagues, because there are questions, and then I will get back to you.

Mr. Goodling?

Mr. GOODLING. Ms. Kemble, you made my hair stand up on my head so early in the morning. You know, I have been in this business of education for 23 years as a teacher, a counsellor, a principal, and a superintendent, and when you sit there and tell me that you want to totally disassociate education from any unemployment problems that youth have, it just disturbs me to no end.

I have discovered that as we increase salaries, as we reduce the teacher-pupil ratio, as we add the extra staff members, educators want to more and more disassociate themselves with any problems that we have in this country, it just got to me, because your opening statement was one where you wanted to disassociate—not all problems, I do not think you said, but pretty much you wanted to disassociate youth unemployment problems with the whole education process, and there is just no way that you can do that.

You know, lack of basic skills, lack of leadership on the part of that classroom teacher who really becomes the most powerful influence that a youngster has. They are right before them hour after hour after hour—whether it deals with giving your very best on the job as they see the teacher doing, and as the teacher is encouraging them to do—I just do not see how you can disassociate education from unemployment in relationship to youth.

Now, you know, Dr. Grubb, you said a lot of things that I agreed with. You oversimplified things, but you said a lot of things that I agree with, particularly on page 10. I agree with what you say on page 10, primarily because I could not believe that you would come before this committee and say, what we do not need is more money.

Do you not realize that all you need to do to solve the problems of this country is to throw more money at the problem?

You know, that is the answer to the problems of this country, and I was quite surprised—so I do agree with what you are saying on page 10. Last year when we joined together in our Senate-House Conference Committee to try and iron out problems with our educational bills, the Senators were so concerned about improving counseling. So they wrote into the proposal that the way we improve counseling is just throw more money towards counseling, and it will improve.

And, of course, I asked the question, does that mean we buy more equipment, we buy more filmstrips, or do we get the teachers out and the counselors out into the work world, because the only thing they have been very familiar with is the whole business of academic training and education.

So I do agree with what you say on page 10.

Now, I would like you to, very briefly, all three of you, to quickly tell me in laymen's English, no academic gobbledygok, just laymen's English, what is career education?

Do you want to start, Ms. Kemble?

Ms. KEMBLE. Can I respond first to what you said?

If I gave you the impression that I was trying to disassociate education from anything having to do with preparation for work or unemployment, then I am sorry, because I do not think that that is true. What I was trying to say was that I did not think that coming up with career education as a way of redirecting education was based on a fair assumption, having to do with the relationship between education and unemployment.

I do believe that the high youth unemployment problem that we are seeing today is primarily a problem of economic policy, the structure of the work force, the fact that many of the kinds of jobs that youth are ready to take when they leave high school are not available to them right now, and I would stand by that.

Mr. GOODLING. And I would accept that, if you would go ahead and add to that, and, in many instances, or some instances, lack of basic skills, and so on.

Ms. KEMBLE. All right, I would go into that. That is specifically why we are somewhat critical of career education.

I would like to pick up on the distinction that Dr. Hoyt tried to draw between employability skills and job skill training. I think that in terms of the way the programs have been operating, that is really just rhetoric.

Actually, we would support more emphasis on basic skills and we do think that if you look at structural employment as a problem, for example, the need for workers to be able to shift from one job to another in our economy, the kinds of basic skills that are learned in school are extremely important, so clearly there is a relationship there.

The question is whether career education which may, in fact, cut into that emphasis on the basic skills is built on a fair assumption about the relationship of unemployment to work.

Now, in terms——

Mr. GOODLING. Now, could all three of you quickly define—because I am going to lose my time, and I have one more question that I want to ask.

Ms. KEMBLE. I think career education is almost undefinable. I think that what you have to do is look very specifically at the kinds of programs that are being supported, at the funds that go out under that name. I have found in our experience that practically all discussions around career education concentrate about half of their time on definition and what is really meant.

That is why we said we would like career education to mean more in the way of information for students about occupations, more in the way of guidance counseling services.

I think that when you start to define it, you have to talk about it that way.

Dr. **GRUBB.** Let me give you a response to your question about a definition.

It seems that it is, in fact, very hard to figure out what career education is, but clearly it is some movement which assumes that more work-like activities in school, either actual work or work-like activities, will, in some way, ease the transition between school and work, will help bridge that purported gap between schooling and work in some way which remains unspecified and that, is in fact, part of the problem.

So that is the most general statement about what it is.

Now, it does seem to me that there have been—I can discern at least two different schools, or two different trains of thought within career education. This was, in fact, the point I wanted to make in response to Kenneth Hoyt's testimony anyway.

Some of the earlier writers on career education, in fact, had an extremely narrow conception of what career education ought to be, and they hammered away again and again on the need for skills and they were always, in fact, in danger of lapsing into discussions of job-specific skills.

Now, one of the great contributions that Kenneth Hoyt has made, in fact, is to have a very much more expanded conception of career education and one which goes not only to job-specific skills but to employability skills, a distinction which I want to deal with a little bit later.

In fact, the problem on Kenneth Hoyt's side is, in fact, his expansion of career education is so great that it threatens to, or it promises to, take in every sort of educational reform that currently exists on the agenda of educational reformers. That being the case, it is very, very hard to distinguish what career education is and what it is not.

It seems to be, in fact, the whole of education and if that is the case, then there is no way in which a career education program, obviously, can do anything specific.

Let me reiterate Eugenia Kemble's point about the vagueness of career education. I just came from a conference in San Francisco on school and work sponsored by the National Institute of Education. Much of that was given over to discussions of career education programs and evaluations.

In fact, the variety of programs is astonishing, and many of the programs involve nothing more than a redefinition of what schools have always done.

Let me give you a good example, one that particularly amused me. There are, under the career education rubric, things called economic sector site explorations. Those are plant tours, and what in fact happens in some of these programs is that kids, junior high school and ninth and tenth graders go on plant tours as part of a career education program.

Well, in fact, that amounts to a relabelling of what schools have done anyway. Now, obviously that kind of very thin program does not characterize all career education programs. In particular, there have been some very intensive programs called experienced-based career education programs which have received tremendous amounts of Federal money and which, in fact, provide very different models of what career education might be.

My point is, simply, that there is such a broad range of career education programs that it is difficult to separate the wheat from the chaff and figure out what really is the kernel of career education.

Dr. HOYT. Mr. Congressman, I will try to respond to your question, what is a simple definition of career education.

In my view, I think in one sentence I could describe career education as an effort to refocus American education in ways that will bring a proper—note I did not say an exclusive—I said a proper emphasis to the goal of education as preparation for work, among the multiple goals of American education in ways that will help all students better understand and better capitalize on the changing relationships between education and work.

If it sounds confusing to some, I suspect the basic source of the confusion is that career education seeks in no way to become a new add-on program. Rather, it seeks to refocus the attitudes, and thus the actions, of educators and members of the community with respect to all programs.

Mr. GOODLING. One last question, which you can answer very quickly.

Are 90 percent of the teachers and counsellors prepared to pick up this program and run with it?

Ms. KEMBLE. One of the things that came back in our survey that we did of our local leadership is that very clearly, no. One of the problems with many of the programs is that there has not been adequate in-service training for teachers to enable them to pick up the burden, in addition to the problem of there not being enough counselors to do counseling even as we have known it, those counselors that are there do need in-service training to make this kind of adjustment.

Mr. GOODLING. I think you are saying what I truly believe. It is also true of counselors who are not prepared to do it, because we have all been academicians. We really have not had the kind of work experience, being part of labor, being part of management, being part of the office force, and being part of the force out in the factory.

That is one of the problems of counseling. And they do an outstanding job of counseling for higher education, because that is their training, basically.

Ms. KEMBLE. You know, the average ratio of counselor to student now is 790 to 1.

Mr. GOODLING. Would you like to respond to the question, Dr. Grubb?

Dr. GRUBB. I do not have very much direct information on it, but some of my colleagues who have been investigating the field more closely than I have recently seem to indicate that teachers are not very enthused about it, and, in fact, a little bit baffled about what they should do in their own classrooms with respect to career education.

For example, a mathematics teacher or an English teacher is often at a loss to know what to do, how to infuse career concepts into the classroom.

It is a little bit silly simply to take mathematical exercises and transform them into career awareness examples—two lathes plus two lathes equals four lathes. That really does not get you very far or teach you very much about the nature of the labor market, and so forth and so on.

In fact, many of the—not only are teachers baffled by how they might, in fact, use career education concepts in their classroom, but many of the ways in which it has been suggested that they could do so strike me as simply silly.

Dr. HOYT. In response to your question, Mr. Congressman, regarding the readiness of teachers and counsellors to implement career education—as I understand it, that was the question?

Mr. GOODLING. Yes, sir.

Dr. HOYT. My answer would be that, based on the literally thousands of teachers and counsellors with whom I have been visiting personally, I believe they are psychologically and morally ready for career education. They lack the needed in-service education in terms of how to do this.

But if the question are they psychologically ready, would they want to do it, I think the answer is a resounding yes.

Mr. GOODLING. My question was, were they prepared to do it.

Dr. HOYT. I very, very seldom find a teacher objecting, once we explain it to them.

Mr. QUIE. Next, I want to apologize to my colleagues on my left, because I always fuss when the Chairman asks questions, turns to someone on his side of the aisle, and then turns to the minority, because the rules provide that you are supposed to move from one to the other, and I did the same thing. I did not look over there to see if you were back yet.

Now, which of you two has the seniority on the other side?

Mr. Kildee, you look like you are more ready to go.

Mr. KILDEE. It is a basic human proclivity, I am sure, Mr. Quie.

A few things, maybe, to Dr. Hoyt.

As you know, we have in Michigan a Public Act on Career Education. We have an advisory council and we have established what we call CEPDs—C-E-P-D, Career Education Planning Districts—and this is a mandate for all of the school districts, at least, to have this.

We had hearings, joint House and Senate hearings, and I was the Chairman for the Senate, throughout the State, and we found kind of a metamorphosis of thinking just during the 6 months of the hearings that we traveled from one end of the State to the other.

We found, first of all, a certain fuzziness at the early hearings between career education and vocational education. By the time we terminated the hearings, that fuzziness seems to have cleared up. So maybe the hearings themselves helped people do some thinking on that.

But at first we really were quite baffled ourselves as to the difference between vocational education and career education. I think that may have come from the fact that career education seemed to have emanated from the vocational education specialist, and then this has grown now, and the concept has grown, and the permeability of career education I think, is more recognized.

I enjoyed particularly the 10 elements which you indicated should be within career education, and I think that what is needed really, if we are going to sell career education as something that is essential to education, something that is basic to education, we have to really stress these basic elements that really do tend to permeate.

One I would like to question, however, you use the term—and I am just questioning it—"productive use of leisure time."

Dr. HOYT. Yes, sir.

Mr. KILDEE. I think that might scoot back a bit to voc ed again. Everything has to be related to producing something. Productive use of leisure time.

I can recall when I was a child attending the movies on the screen one of the motion picture producers had Ars Gratia Artis—art for the sake of art. How about Recreatio Gratio Recreationis—recreation for the sake of recreation.

Is there not something good in just that, without relating all—I taught Latin, for example. Now, do I have to relate Latin to some actual productive skill, or does Latin make one's life richer? I hope to think it does.

I think we have to clarify this idea of career education to the enrichment of man's life, not in a productive way directly, but just to enrich man's life, and just to assure man's happiness.

Would you like to respond, or comment on that?

Dr. HOYT. Yes, sir; I would be pleased to.

I use the phrase "productive use of leisure time" so [illegible] to make room for the concept of work as we have defined it, as part of one's leisure. That is, leisure we are talking about as activities in which one engages when not engaged in his or her primary work task and work assignment.

That means that leisure can include both work and play and pure recreation.

Now, my concern is for what I regard as a current very real responsibility on the part of American education to help youngsters find some more useful things to do, personally rewarding things to do, with their leisure time.

Now I am not talking necessarily about benefits for others. I am talking about benefits for themselves, you see.

That can, in the way we conceive it, be very productive use of leisure time. Certainly we are talking about a great increase in the concept of volunteerism in the United States at the present time, and yet our schools have done almost nothing to get youngsters ready for this increasingly important role of the volunteer in American society.

Certainly we are all well aware—and certainly it has been obvious to all of us—that youngsters with nothing to do very seldom do nothing. I think, in too many places, we have given our youngsters nothing to do and then we, as adults, have complained about what they have found to do on their own.

It seems to me that there is a very great deal that American education, with the help of the community, with the involvement of the community, can do to help youth find better and more productive and more satisfying, more personally meaningful and personally rewarding ways of using their leisure time.

And it is this sense of meaningfulness and purposefulness for the individual that I try to emphasize, Mr. Congressman, in the use of the word "productive" use.

Mr. KILDEE. That is what I had done. I had scratched out the word "productive" and put in the word "meaningful."

Dr. HOYT. I would be very pleased with that, because that is the root meaning of what I have in mind.

Mr. KILDEE. Thank you very much.

Mr. QUIE. Mr. Buchanan?

Mr. BUCHANAN. Thank you, sir.

I would like to say that this committee is well-named—Committee on Education and Labor—because serving on it is an education, and it also involves a good deal of labor from time to time. As one member, I am an innocent on this subject. I really do not know anything about anything, except what I learn from people like you, and I am intrigued.

Would you all agree that one of the problems that some test results have shown lately—and I think there are a lot of things that they confirm—one of the problems may be that there are too many young people going through our school system who are not learning sufficiently well things like reading and writing and arithmetic and learning to distinguish between mediocrity and excellence and success and failure.

Would you agree or disagree that that seems to be the case with American education at this point?

Dr. HOYT. Speaking for myself, Mr. Congressman, I would certainly agree, and it is one of my primary concerns in career education. If you want to talk about what I regard as the most basic employability skill that we could have in American society today, I would say it is reading.

And certainly what I have been concerned about in my whole professional career is why in school after school do we find a group of very eager learners coming into our kindergartens and have those same youngsters completely turned off from learning before they enter the fourth grade.

The refocus in the classroom that I am talking about in career education is one designed to make school more meaningful to both the student and to the teacher, and I have put in my testimony that as I look at the research literature on how do you improve academic achievement, other things being equal, I think it is very hard to beat putting students who want to learn in a room with teachers who want to teach, and both the student and the teacher are important, and it is a very great concern.

Mr. BUCHANAN. Thank you, sir.

Ms. Kemble. We obviously have a problem, and I think that what you are saying is, no ideal is being met, and of course, more needs to be done.

I think, if I could comment, though, on the whole declining test score business, which is probably what you are referring to, there are mixed reports on this, but there clearly have been a number of important ones that say that there is a decline, and the reasons that they point to not all have to do with things that would reflect badly on schools.

The one that I cited here, which we are disturbed about, is the possibility that the curriculum is being redirected into things like career education, environmental education, who knows what. There are all kinds of fads that come up and do tend to take over the curriculum in many places.

But there are other reasons. For one thing, you have the dropout rate going down. That means that the pool of students taking tests is shifting.

You have many students there who are being averaged in to the whole test score business who were not there before and who very well may be the students that are dragging the averages down.

You also have a situation where absenteeism is up, so the irony may be that part of the reason scores are going down is because you have students who are enrolled who are not actually there and receiving the benefits of schooling.

The point that I am making is that I think that, yes, there is an ideal that we really need to work towards but that the reason for what is happening in schools are very complicated.

Mr. Buchanan. Dr. Grubb?

Dr. Grubb. Yes; let me say briefly that clearly there is a problem, but I do not think it is to be resloved by career education.

Take the example of reading. I do not know of anyone who suggests that it is easier to learn from reading on the job than it is in the classroom, and to the extent that career education focuses on experience base kinds of learning, that is, worklike experiences, getting jobs while in high school, it seems to me that that can only dilute the kinds of activities which can more readily teach those basic skills.

Mr. Buchanan. Well, one thing that is quite apparent to me, is that there are very strong differences on the part of the panel as to what career education is, and whether it is an approach to education or a certain particular program of education.

Let me pursue this. You see, I do not know how it stands over and against how it was, you know, whether we are doing better or worse. I really think "ideal" is a pretty strong word.

It would seem to me that we are not doing the minimum job. I would not say that American education is as big a disaster as the welfare program, but I would say just as a parent and an observer that it sometimes seems to approach that: college students who cannot handle the English language; college graduates who cannot handle the English language.

I just somehow think something is the matter.

Second, out of every 100 children who enter school in the State of Alabama, 80 stop at the high school level or below.

Now it may be that the educational system, in my State and others, serves the other 20 pretty well, in postsecondary, whether vocational or academic; but do you feel, if my State is at all typical, that education is adequately doing the job for those 80 children, and do you feel that it has any responsibility for those 80 children?

Dr. GRUBB. Let me respond to that.

First of all, I think your State is slightly atypical, but that does not diminish the force of your point.

Mr. BUCHANAN. I think the statistics would differ, but it would be a large number.

Dr. GRUBB. That is right. It is clearly a forcible point.

It is clear that schools are in the shape of a pyramid with fewer and fewer getting to the highest point on the pyramid, and the highest levels of the pyramid have always dominated the lower levels, so that, for example, the requirements for getting into college have always dominated the high school curriculum, and so on down, from Ph. D. to the elementary school level and now, God help us, into child care.

That is clearly a problem which needs to be dealt with, but the problem which overrides that, it seems to me, is the labor market problem, which is that students getting out of schools are, in fact, in a queue going into the labor market and the ones with the highest levels of schooling obviously get the best places in the queue and therefore, by and large, the best jobs.

Very little that schooling can do can alter those positions in the queue and very little that schooling can do can alter the nature of the jobs that that queue feeds into.

So it seems to me that, in fact, schools have poorly served the interests of this 80 percent of this group of people going on to college simply because they have been so college focused, but it is not clear to me that, in fact, they have very much room to work with, very much space, very much power, in fact, to correct the situation in the absence of policies which can change the nature of the labor market.

Dr. HOYT. Mr. Congressman, could I respond very briefly, because I have a different point of view.

Mr. BUCHANAN. Certainly.

Dr. HOYT. As an educator, I am and have been concerned with saying that education is for all American youth, and it should be appropriate for all. The statistic you cite varies slightly, but the general trend is the same throughout the United States.

We have had, just a few years ago, a situation where approximately 80 percent of all youngsters in our secondary schools were enrolled in either the general education or the college preparatory curriculum designed to ready them for college attendance, knowing full well that 80 percent of them would never become college graduates.

When 80 percent of the children in our schools are getting ready to do what 80 percent will not do, something is surely wrong with American education.

I reject the notion—and I would reject it categorically—that those who go to school the longest make the most money. I think that is a false assumption from the past which the research at Harvard and other places has tended to show the declining correlation between number of years spent in school and economic income.

If the criterion is simply economic income, I submit to you that a youngster may very well be better off today entering an apprenticeship in the plumbing trade than he would having a bachelor's degree in sociology.

Now I am interested, when we look at the problem of postsecondary educational alternatives available to the youth in our high schools today, of turning around the pyramid and saying, the more the better, and turning it sideways so that we can look at different kinds of educational opportunities and help each youngster decide what is the best kind for me, in terms of the purpose of education as preparation for work as well as the other purposes of American education.

I am reminded of one of my most favorite educational institutions in the United States happens to be called Oklahoma State Tech, located in Okmogee, Okla. This is a 2-year residential postsecondary vocational/technical institution. Its primary goal is providing vocational/technical skills for people who want to enter skilled trades and crafts.

There are people like this—this is their primary educational motivation. I believe American education ought to provide for some of those people.

In your own State of Alabama, sir, I think there are great positive strides being made in this direction now, and career education in Alabama, as well as vocational/technical education in Alabama is, I think, moving along very well together.

Mr. Buchanan. Thank you very much, sir.

Yes, Ms. Kemble?

Ms. Kemble. I think you have to look at the standard somewhat against a shift that I think has taken place in terms of enrollment in college. We all know very well that there are more people going on to community colleges, past high school, into colleges, than before, and that the proportion of women and minorities—those who had previously not been as inclined to go on to higher academic training, is much greater.

I think if you look upon that as a plus, you also, because you are broadening the whole base of people who are taking advantage of education, have to look at your notion of what standard is in relation to that.

Obviously, it is a very good thing. We are expanding the range of equal opportunity in this country, because more people are able to go on, and surely that education is related to what they can do in terms of work, it is related to their personal enrichment, their ability to make choices in their lives, their ability to function in a democratic society, a whole range of things.

But I think you have to look upon that as a basic plus, but against that, we do not have an elitist concept of education in this country any more and so obviously it is not going to be just the rich or those who have been able to have the advantages of all the academic elitist training that exists in the past.

So a notion of the standard for education I think has to be adjusted, I think, somewhat in that respect.

Mr. GOODLING. Would the gentleman yield?

Mr. BUCHANAN. Yes, certainly.

Mr. GOODLING. Just one statement.

One of my hopes in relationship to career education is that we will not continue to push this whole idea that you should have a college education. We are talking now in terms of what Charles just said. Perhaps 900,000 people in the near future will have a college education but there will not be that many jobs available for that kind of skill or that kind of education.

I would hope that our career education program would give these young people an opportunity to see that there are a lot of mighty good things available without going to college.

But, you know, when you think of teachers and counselors, as I was, we kept talking in terms of college, college, college. I think many times coaches talk in terms of college to youngsters who have no business whatsoever going on to college.

Mr. BUCHANAN. Just in passing, I am not sure that this elitist idea is too accurate a thing. I certainly am sensitive to what you say about women and minorities, and I completely agree, but there have been a lot of people going through college, through all the history of this country, who were not rich, as a matter of fact.

One final thing—I have exceeded my time, Mr. Chairman, but one thing that I want to nail down—do you feel that children in school at every level should be challenged to excel and made to distinguish between mediocrity and excellence and where a failure occurs, it should be acknowledged as failure?

Ms. KEMBLE. Yes.

Mr. BUCHANAN. Good, because I think that is one of the things that is wrong in many schools around the country.

Dr. HOYT. Sir, I would like to comment that I certainly want to emphasize excellence wherever possible. I want, though, to make sure that what we do with youngsters is recognize their accomplishments when, in fact, they have accomplished. That is, if they do not accomplish they should know they did not accomplish. But when they do accomplish, they should know that they did accomplish.

I think that one of the problems that we have had in many of our classrooms is telling youngsters how they failed, and we emphasized how many they missed rather than emphasized that they got some right. I think that this is part of what has turned a lot of kids off from school, and I think we can take a much more positive approach towards emphasizing the accomplishments that our youngsters have made.

Mr. BUCHANAN. Thank you.

Mr. GOODLING. That last question and answer really bugged me. I hope you mean that they accomplished or failed according to their ability. That is one of the problems we have in schools. We are educating all of the people these days. You know, when I went to school, only a certain number went beyond eighth grade. We are educating everybody now in the classroom. What teachers often-times do, because it is the way they have done in the past, is they stereotype this as success and this as failure and all of you have to be able to drink a gallon when some of them can only drink a half-gallon. You know, that bothers me, because those are the same youngsters whom we are talking about. They keep dropping out because they never have success because we measure success on a level which they cannot get to.

So, you know, I do not want to oversimplify that question and answer.

Mr. **Buchanan.** I understand what you are saying, but do you think that I, as a rather limited person of average intelligence, need to be able to distinguish whether I can read and write and do basic arithmetic and I am doing as well as I can do, or be content with something less than that?

I really think there may be a problem. I do not know—just from a parent's point of view.

Mr. **Goodling.** I agree that we should not set a standard lower that what they are able to accomplish, but we want to make sure, you know, that they do have success according to their ability, and that varies tremendously.

Dr. **Hoyt.** My point, sir, would be if we emphasize, as we have done traditionally, what youngsters have failed to accomplish, I think we could be more helpful if we simultaneously emphasized that they did accomplish something, and as Congressman Goodling said, if they could only drink half a gallon, I think it is better to say to them, hey, you drank half a gallon, than to say you failed to drink the other half.

Mr. **Buchanan.** I apologize for taking so much time on something that may be nonessential, but if you would respond further——

Dr. **Grubb.** I had a comment on what Mr. Goodling said, if you want to hear that, not on what you were saying.

Mr. Goodling, you reiterated the point which is essentially a point of conventional wisdom about people going onto college mindlessly and I really want to correct that—at least, I want to give my impression of why people have gone on to college and then been surprised to find no jobs available for them.

In fact, there is really quite good evidence that people going onto college have a good idea of the earnings differential between college graduates and noncollege graduates and that the increase in college attendance throughout the 1950's and the 1960's was, in fact, motivated by the fact that this differential was growing. Which is to say college attendance was, in that sense, rational.

Now, graduates in the late 1960's and early 1970's, of whom I am one, found themselves in the position of where there were too many college graduates because of the baby boom—which is to say that their projections, their forecasts of what that differential would be were wrong simply because they could not forecast well enough because we did not have the information about the size of the baby boom relative to the size of the job market.

Now, that is a lag phenomenon that economists call a cobweb cycle, which is to say that markets in which there is a long time period involved, such as there are in schooling, do not adjust very quickly. They adjust with a lag, they do not work all that perfectly. But that does not mean that they do not work.

So that, in fact, if the differential between college and high school diminishes, as Dr. Hoyt has indicated that is in fact happening, then we would expect to see college attendance to drop on its own. It is not clear what career education has to offer in that adjustment mechanism.

Dr. Hoyt did mention one kind of example, which is that people going onto college might not be aware of the alternative occupations open to them without a college degree. He gave the example of the crafts, and plumbing.

Now, those are, in fact, high-paying occupations, but entrance to them is usually controlled by unions; it is not, in this country, usually controlled through the school systems or through vocational education programs or career education programs, for example, so although that is a particularly nice example that people like to set against college attendance, in fact it is not one that is going to be made available to a large number of students through any schooling programs. It is usually through family connections, as I understand it.

Mr. GOODLING. I agree with that. A good example, my son talked at one time about wanting to be a doctor, a medical doctor. As I probed and probed I discovered that he associated that with big homes, big cars, big vacations, big income, you know, not any humanitarian effort of I want to help people.

And I said, my Lord, we have enough doctors who think that way. We do not want any more. Please do not go to be a doctor because of those reasons.

Dr. GRUBB. But he was correct in that assumption of higher incomes for doctors.

Mr. GOODLING. Well, of course. However, no one had spent any time telling him what expense was involved to get there, either, or the hours or the effort or the academic preparation, and so on. All that would come in career education.

Dr. GRUBB. I am not sure.

Mr. QUIE. Dr. Hoyt, yesterday the representative of the school board association said that he would not label career education as being of primary importance, and we heard two other witnesses, I guess, say the same thing.

Did you indicate that we probably ought to change that in the legislation? Did you use the word proper emphasis instead of primary importance?

Dr. HOYT. I did not refer to the legislation, Mr. Quie. I referred to the career education concept as one that seeks to bring a proper emphasis to the goal of education as preparation for work. In my opinion, since that has not had a proper emphasis, if we are to attain the refocus that is needed, it will have to be a very high priority of school boards and of educators everywhere; or we are not going to attain it.

I do not believe you are going to do this incidentally or accidentally. It is going to have to be done purposefully and with great effort and dedication.

The efforts that I have seen, Mr. Quie, in Minnesota, for example, where they are implementing career education now, this is not just a small side effect. It is a major effort to refocus the school systems, and I saw it recently in both Minneapolis and St. Paul, and then with your State coordinator for career education in Minnesota, and Dr. Phyllis Paul, and visited some of the rural sites in Minnesota where that refocusing effort is also going on.

And I think, Mr. Chairman, you know what a tremendous effort is going on in your part of the great State of Kentucky, and that is not an incidental thing and it is not a small thing. It is of primary importance to the school boards there and to the educators there.

I am not sure that I have answered your question, because I cannot respond, as I indicated earlier, to the specific legislation. I am just responding to the concept.

Mr. QUIE. You said in your testimony that you placed learning to read probably above everything else.

Dr. HOYT. I say as the most basic employability skills I would talk about the basic academic skills. These are the skills that people are going to need to change with change, and the specific vocational skills required to enter the labor market at a particular point in time may be useful only for a finite period of time for some people, and then they are going to have to acquire a different set of vocational skills.

But the reading and the math and the basic communications skills are going to provide them with the adaptability skills that will let them change with change.

And that is why I put such great importance on this, is because of the rapidity of change.

Mr. QUIE. In the area, for instance, of the equality of the sexes or of race, we have a national emphasis on affirmative action, and civil rights laws. The criticism that some people make is that locally they get the impression that there is such emphasis on it from the Federal Government that they only advertise for minority or for females for the job. In response to that, other people say, well, is that equality or is that reverse discrimination?

Now, without getting into that area at all, the tendency of the people at the State and local levels. Many times, is to say prime importance; that must mean that we do this before anything else. With the zeal of regulation writers in your shop, do you think we will have a problem of this becoming of such prime importance that it is to the exclusion of everything else?

Dr. HOYT. Well, if the word prime, Mr. Congressman, were interpreted to mean at the expense of any other basic goal of education, then I would personally be very upset and very, very opposed to it. When I use the emphasis on prime or important or things like this, I talk about it because of the need to bring this proper emphasis to education as preparation for work. I never mean an exclusive emphasis.

I mean only to say that one of the reasons that people go to school is to get ready for work, and that reason has not been emphasized sufficiently so as to benefit all of our students to date.

With reference to the race and sex stereotyping problem, this is a very important cornerstone of the refocusing effort, as I have tried to indicate in my written testimony, but we are concerned, in career education, about going beyond the legal requirements of affirmative action, title IX, et cetera, and we are concerned about getting down into more of the moral implications. Not the law, but the morality of our national commitment to reduction of both race and sex stereotyping. And we do not believe that you can do that unless you begin in the very early grades with very young children and with teachers committed.

Mr. QUIE. Well, I notice in that regard the admonition of other witnesses that career education ought to specifically remedy the race and sex stereotyping and discrimination that exists. To this you testified in your prepared testimony, that as you understood that, it is usually one of the purposes of career education.

Dr. HOYT. Yes, sir.

Mr. QUIE. Let me read something that Ms. Kemble said at the beginning of a brochure that she gave us entitled, "Our National Education and Work Policy, Pitfalls and Possibilities." It begins with a quote from the AFL-CIO Executive Council Report at the Eleventh Convention, October 2, 1975. I will pick it up in the second sentence.

It says:

> Relating education to the world of work is important, but it is equally important that education be related to preparing students for the demand of citizenship for their future role of members of their families and for the fullest development of their human potential.

Which is in agreement with what you said.

But then the last sentence says:

> Although most of the official spokesmen for career education pay lip service to this principle, their actions do not always follow their rhetoric.

Now, I have always listened to you and your rhetoric, and I have observed your actions, but you have now observed the coordinators in the States, and somebody said that probably 30 percent of the school districts have career education coordinators in them now——

Dr. HOYT. No, sir; that would be too high.

Mr. QUIE. That would be too high?

Well, whatever it is, to what extent are those individuals who are now career education coordinators at the local level actually pursuing this in the understanding you have of it? Could it be perhaps just an extension of vocational education or job training?

Dr. HOYT. Mr. Congressman, in my honest opinion, and based upon my visits in almost every State in the Union and with thousands of people engaged in career education and very frequent meetings with all State coordinators of career education and very, very frequent meetings with local coordinators of career education, I can say to you in great, deep, sincere honesty, that I believe that the quality of the individuals doing this job is improving at a dramatic rate, and I find very, very few who are not as committed to the kinds of concepts I have been talking about here as I am.

They understand them, and they are doing their very best to implement them. The concepts that I have given you here, I simply would like to point out, are not made up by myself as an individual and they have not been made up in any ivory tower. They have beeen made up with earnest attempts to get consensus opinion from those who are doing the job in every State in the United States and I believe the concepts, the refocusing concepts in my testimony are reflective of that general consensus.

I am very proud of the coordinators that I know in this country. They are some of the finest educators and some of the finest human beings that I have ever known.

Mr. QUIE. Fine human beings can have wrong conceptions, sometimes, and what their conceptions are may not be carried out in practice. That is what I was really driving at.

But I would like to hear from Ms. Kemble——

Ms. KEMBLE. That difference between rhetoric and practice is precisely the reason that we focused on that section of the bill that suggests that States make this a prime policy, because the survey information that we got from our people indicated that, despite all the talk about career education being a supplement and the concern that it be an additional factor in education, there really was a substitution going on.

Kids were going to classes for part of the day and then they were going off to work somewhere for part of the day and our members were concerned that this was happening. And we felt that having that kind of language in the bill might encourage even more of that to happen, which is why we suggested that it be stricken.

Mr. QUIE. Dr. Grubb, would you like to make a comment?

Dr. GRUBB. Yes; I would like to make a comment on career education as a mechanism for combating race and sex discrimination.

There have been two studies of career education materials—career education, not vocational education materials—which have indicated that they present sex-biased and race-biased stereotypes. Now, I can send that material to you if you are sufficiently interested. The point, obviously, is that if the careeer education materials present these biased stereotypes, it is not clear how they are, in fact, going to correct race and sex bias in job selection and training and this strikes me as a particularly serious problem.

I do not see how it can possibly fulfill that kind of promise.

Mr. QUIE. Now one of the ways that we possibly could find out is to see what the results were. This legislation requires that you develop a set of consensus learner outcomes for career education and encourage states to include data relating to such outcomes in their reports.

Now, we heard from Dr. Arterbury yesterday, who addressed himself to that, but for a person who sits up here wondering how in the world we are doing on Title I of ESEA and compensatory education, which seems to me is a lot easier to determine than the outcomes of career education—can we, in fact, do that?

Maybe I ought to say a good word for title I. I think they are doing a lot better now than they were doing in the first five years of the program, but then a lot of times you are not able to secure that information as well.

But even so, we are not able to do it exceptionally well.

Let us start with you, Dr. Hoyt.

Dr. HOYT. The learner outcomes that Dr. Alderberry referred to—I am sorry I did not hear his testimony, but I know his work—are the learner outcomes of the Office of Education for Career Education.

I have said from the outset that we consider each of those learner outcomes equally important. We recognize that some of them are not going to be attained easily or quickly. We cannot—we cannot—demonstrate with hard data all nine of those learner outcomes until and unless we have had a comprehensive career education effort for a period of 10 to 20 years.

That is, we have to begin with some elementary school youngsters, put them through the system, and get them out into the world before we will have the kind of really hard evidence that will satisfy all of the critics of career education.

I am impressed by the fact that some have criticized us because our preliminary evidence on the learner outcomes that we are able to assess in rather short-term fashion—for example, increases in basic academic skill achievement—they are criticizing us because we have been successful, and they say, maybe in the long run you will be unsuccessful.

It strikes me as very weak criticism when our preliminary evidence on all of the criteria we have been able to assess to date has been positive to have people say that, gee, you have not assessed some of the others that will take 20 years in order to assess, and maybe your initial, favorable assessments, will turn out to be favorable in later years.

If our initial assessments, our initial evaluations, were negative, it would be a different thing. Our initial evaluations, Mr. Chairman, under the limited outcomes that we have been able to do in this short period of time have beeen generally positive.

Mr. QUIE. Dr. Grubb?

Dr. GRUBB. I certainly agree with Dr. Hoyt that it is going to be necessary to wait for 10 to 20 years to have some firm evidence by which career education can be evaluated. That is precisely the reasons why my objections to it were based on a series of inferential arguments, historical arguments, rather than arguments based on past experiences in career education.

But it does strike me that the intermediate evaluations of learner outcomes in career education are really neither here nor there with respect to the longrun outcomes of life chances of success in labor markets, as citizens, and so forth and so on.

For example, the kinds of outcomes that have been evaluated have been things such as the knowledge of career opportunities and certain changes in attitudes toward work and the labor market, and whatever those outcomes are—and I will mention some of those outcomes in a second—the relationship between those outcomes and future success is totally unknown. We have no idea what difference it makes whether a person scores high or low on an attitude of work maturity, what difference that makes to his future success.

There could be a number of reasons for that. It may be that there is no necessary relationship; it could be that the test instruments are simply poorly designed; but the relationship being totally unclear means that we cannot really make any inferences about the quality of career education programs from these intermediate outcomes.

Now, in this conference in San Francisco that I attended, there were a couple of evaluations presented. In fact, one of the dominant kinds of sessions out there were in fact some presentations of evaluations. My impression of those evaluations is that they have been mixed, not in the sense that career education students have done worse than students not in career education programs, but in terms of the learner outcomes in about roughly half the cases they have really done no better in terms of the outcomes that have been evaluated.

Furthermore, there are serious problems in those kinds of evaluation with selection, which is to say the process of creaming, taking the best students, which has always been something that has afflicted vocationally oriented programs simply because there is not enough space in them.

That process of creaming by itself would lead you to expect students in those programs to do better than other students, so that it seems to me that we really cannot make very much out of the current evaluations that are going on. We will have to wait a long time, in the absence of any data.

In fact, the best we can do is to look at other programs which have attempted to do the same thing, and those are vocational education programs; the success has been quite limited.

Mr. QUIE. Dr. Hoyt a number of the States—in fact, most of the States—have a career education coordinator now.

Dr. HOYT. Yes, sir.

Mr. QUIE. Do we need them in providing the Federal help to the States for their career coordinators?

Dr. HOYT. Sir, are you referring to this specific legislation?

Mr. QUIE. Yes; this specific legislation; H.R. 7.

Dr. HOYT. I would rather not comment on the specific legislation at this time, Mr. Quie, in that I may very well be asked to do so as a representative of the administration at a later point in time, and I have tried to limit my remarks simply to careeer education concepts and philosophies.

Mr. QUIE. I understand the problem you are faced with. The other two have no such difficulty.

Dr. GRUBB. Well, I think Ken Hoyt could, unfortunately, speak better to what the Office of Education does, but my impression is that the publications and activities of both the Office of Education and the National Institute of Education at least provide forums in which a great deal of information can be exchanged and disseminated and models can be promulgated and so forth and so on.

It seems to me that there is no lack of—there really is already some direction from the Federal level. It is not clear to me that more is needed.

More may be desired——

Ms. KEMBLE. I agree with that basically.

Mr. QUIE. Ms. Kemble, since you represent the classroom teachers, do you have any specific comments on the requirements for legislation that affects the local education agency and their programs? If not now, would you have any?

Ms. KEMBLE. Well, there was one specific provision there which really relates to the governance of education and that had to do with the career education councils that are provided for under that section. The money goes to the LEA's.

We had raised questions about the relationship of those councils to school boards, our concern being that there has been much talk about education and work councils that would involve business, labor, the community, and education governance in developing programs, and we are concerned that any career education programs and their administration and development be under the authority of local school boards.

Mr. QUIE. Thank you.

That is all I have, Mr. Chairman.

Chairman PERKINS. Mr. Biaggi?

Mr. BIAGGI. I have an observation that despite the laudable intention of this legislation I share a concern that we might be exposing the basic process to some substitution, because it seems to me that the educational system of our Nation is not producing, according to reports I have received, graduates that are sufficiently trained in the basic academics; and although we are concerned about high school graduates getting jobs, I agree with comments in your statement that if the job market is poor, they will be lining up behind those that are educated.

I think fundamentally they should have an ability to deal with the basics. Anything that jeopardizes that has to give us concern, and my thinking is that our, the committee's, interest should be focused very intensely on making both these concerns compatible, providing the basics and also dealing with the career aspect of it.

There is merit, obviously, to career education and certainly to the basics, but in light of reality, there might be some conflict.

Dr. HOYT. May I comment, sir?

I have, for some time, been trying to picture career education as one of a number of possible vehicles for use in getting back to the basics. I have no quarrel with those who say we need more of an emphasis on the basic skills.

My concern has always been in this direction.

My view of career education has been that it will serve as an active vehicle for accomplishing that task, and that is one of the basic reasons why I continue to work in the field of career education.

The so-called back-to-basics people, whenever I confront them in a meeting and they say, we are in favor of back to basics, and they try to make this in opposition to career education, I say you have missed the point. Career education is not opposed to back to basics. We are a vehicle for going back to basics.

If you want to go back to basics, then the question is, how do we get there?

Now, we know that you do not get there by going back to the McGuffey's Readers and the paddle. We tried that, the McGuffey Reader, the paddle, the drill, and it did not work.

Now, we had better find a more effective way of getting back to basics, and career education is one of the vehicles that can be used, and the preliminary evidence indicates that it can be an effective vehicle for accomplishing that goal.

Mr. **Biaggi.** Maybe you can tell me why the paddles and the McGuffey Readers worked in my generation and not in this generation?

Dr. **Hoyt.** I am not sure, in your generation, and mine, that they worked very well for all of the children of all of the people.

In my generation, and probably in yours, the dropout rate from our secondary schools was alarmingly high, and we are, I think now almost necessarily committed, to doing everything that we can to provide an elementary and secondary education to all of the children of all of the people.

Mr. **Biaggi.** We also had a paddle at home. Not only the teacher, but we had one at home. We went to secondary education.

Would you like to respond to that, Ms. Kemble?

Ms. **Kemble.** Yes.

I think that is clearly the main thrust of what we had to say, a concern that career education might really represent an erosion on any kind of emphasis on basics, and we have heard a lot of that kind of concern from our members, who are actually out there in the schools running these kinds of programs.

I think if there is any plus in terms of the relationship between the two it might have to do with motivation for those students who might otherwise drop out or who might want to approach basic skills through a more practical orientation.

But our main concern is that career education be looked at as a supplement to what now exists, and that looking at it in that way, rather than as any kind of a substitution, would prevent this kind of couterposing, one, the basics against a career reorientation.

Mr. **Biaggi.** But it is clearly a supplement. Is that the intent?

Dr. **Hoyt.** Yes, sir.

I have said repeatedly what I am interested in is motivating students to learn and teachers to teach. Anything that will motivate the student to learn and the teacher to want to teach, I am in favor of. I am not saying that to emphasize education as preparation for work is the only way of doing so. I say to teachers all the time, if you have a way of turning kids onto learning in your classroom, for goodness sakes, use it.

I am quite well aware of the fact that you could go into the classroom today and you could say, boys and girls, today we are going to learn to dangle participles. Some youngsters will say, fine, they never dangled one before and it is new, and they will dangle it.

Other youngsters will——

Mr. **Biaggi.** I understand they are dangling more today than ever before.

Dr. **Hoyt.** The point, sir, is simply one of the ways that schools—some youngsters would ask the question, what could I do with it if I learned to dangle it, and we simply think that this is one way of answering that question, and that youngsters have a right to ask it.

Ms. **Kemble.** If a kid is taking three half-days a week out of school and going someplace else, it is not a supplement; it has to be a substitute.

And, in fact, from all of my reading of the career education rhetoric and background and the people who dreamed up this idea, it has been touted as a reform movement that will change the entire educational process, and what we are going to do is infuse career orientation and awareness from the earliest grades right on up and the teaching of basic skills might be done through career education, as well as the kinds of work programs or even unpaid work experience, as outlined here in the bill.

So I think that there is a real confusion about that, and clarification really is needed in terms of the legislation.

If it is to be a supplement, it should be said.

Mr. Biaggi. Let us deal with the realities.

There is a great drop-out rate. Given there is a dropout rate, given there is an absence of motivation under the current system, for whatever reason, and there is an attraction to going out and working, earning some dollars that has made the present system, well, become more popular, what is your reaction to that?

Let me put it this way. Absent that opportunity, many of these students would simply not go to school anymore.

Ms. Kemble. Two things. One, the dropout rate, while it is high, is going down; and at the same time that the dropout rate is going down at the secondary level you have enrollments going up at the post-secondary level.

But second, for those students who are actually prone to dropping out, we would say, yes, a program that is going to motivate them to stay in school where they would otherwise not do so and still give them the basics of a high school education in terms of basic skills, if some program is to be supported under something called career education, fine.

A program like that has to be looked at as a plus.

Mr. Biaggi. Mr. Pursell?

Mr. Pursell. I have no questions.

Mr. Biaggi. Mr. Buchanan?

Mr. Buchanan. I would like to clarify, what I was trying to get at a few minutes ago.

I read in the paper the other day, Mr. Chairman, that this country wastes more energy than many countries use, and it seems to me that our most precious resources are human resources and that, to a great degree, we are wasting human resources in this society, partially because of discrimination in the case of ethnic discrimination and certainly sex discrimination, but partially because it seems to me that we are not somehow finding a way to adequately serve the needs of enough of our children and to evoke the most and the best from this limited individual that can be evoked.

I would hope we could at least agree that this lies at the heart of what classroom teachers need to do and the education system needs to do.

I hear what you are saying about the dangers of career education actually competing with basic learning skills. I think that is a very fine contribution to our thinking of what we need to put into this bill. But I would hope we would agree, and I would hope that career education could be a part of that, that at the very least we have to find the ways that the educational system can help to make the most of the human resources in our society and to evoke within individual children, however limited, the most and the best that those individual people can be.

I hope we could at least agree on that fundamental.

Dr. HOYT. I certainly agree with that, Mr. Congressman, and I would say if career education did not supplement and serve to make education as a whole more effective, I would not want to be associated with it.

It is because I believe that we can improve education for all American children that I am an advocate of career education.

May I say to Ms. Kemble, we in career education—in career education as I know it—are not in favor of taking youngsters out of school any three afternoons a week and putting them out on the job instead of being in the classroom.

We are rather in favor of recognizing the fact that youngsters learn most of the day, and a large part of the unpaid work experience kind of thing being promoted by career education advocates are things that youngsters can do after school and can do, not in place of school, but after school as part of their education.

Now the education of youngsters today has to go beyond just schooling and it has to involve members of the broader community as well as professional educators. This is the thrust of career education, to use the total community resources just as much as we can to get the very best possible education for all of our children.

Chairman PERKINS. Mr. Pursell?

Mr. PURSELL. Just one brief question.

It seems to me that career education, just in terms of the elementary grades, should put some emphasis on the improvement of the counseling. It would also seem to me that maybe we ought to be considering bringing our counseling staffs from the high school level which, from my experience, is sort of a status symbol, particularly for male counselors. They are advising high school seniors where to go to college and give tests and provide coordination. But it would seem to me, in order to bring down the dropout rates, that we ought to be looking at the preventive level in career education. Those who drop out are potential candidates for good careers. Our counseling staffs ought to be placed in the elementary school—or at least a portion of them—to help the elementary classroom teacher work with those particular children where he or she does not have time for it.

And I would like to see some emphasis on shifting the counselors to an age-group where they could prevent a dropout or the beginning of the dropout syndrome in the fourth, fifth and sixth grade, rather than waiting for the seventh grade and up through high school, where they end up dropping out and it is too late.

Dr. HOYT. Sir, may I respond first to that?

Counseling and guidance is my primary professional concern.

I feel very strongly, Mr. Congressman, that there is a great need for an added counseling and guidance emphasis at the elementary and junior high school levels, as well as at the secondary level and at the post-secondary level.

I would not like to see it go from the high school level to the elementary school level and ignore counseling and guidance at the high school level. I do not think that that would be a wise thing to do.

The need for more effective counseling and guidance at all levels of education is, I think, very great, as well as the need to make that total effort extend beyond just counselors and include teachers and parents and members of the broader community.

But the effort to move it down, I am very, very much in favor of.

But if that were done at the expense of maintaining, or even expanding our efforts at the high school and post-secondary level, I think it would be a mistake.

Dr. GRUBB. Mr. Chairman?

Mr. Pursell, I would like to make a couple of comments.

First of all, schools have always had an important message to dropouts that their future was in serious jeopardy. It has always been a message that has run throughout the schooling levels of elementary, junior high, and high school.

I do not understand quite what career education can do to reinforce that message. That is, it has been strong, it has been in every generation repeated by legislators that we ought to strengthen the message. It has, in fact, been strengthened.

It is not clear that that message within the schools has very much impact in the absence of either more imaginative teaching programs or any guarantees for certain kinds of students that they will, in fact, be rewarded by staying on in school.

For example, minority youngsters—in fact, there is substantial amounts of evidence that when they continue on in school the return to continuing on in school is precisely zero. That is to say, it makes a lot of sense for them to drop out. It is not worth it to stay in school for them.

And in the absence of any guarantees that it will be worth it, they will continue to drop out.

So my first point is that it is not clear to me that career education can really add to the strength of the message to potential dropouts.

I think the second thing that I want to point out is that counseling at the elementary level—it is not clear to me what counseling at the elementary level can do for children who are fifth and sixth graders, and even younger. There is some evidence that they cannot really conceptualize very well about the future, that they cannot conceive of the future in the kinds of concrete terms that you and I can.

So I think I would be absolutely opposed to extending counseling down to the elementary grades. I can see no good that it can serve, and I can, in fact, imagine some ways in which it would be detrimental to youngsters.

Chairman PERKINS. Are you through, Mr. Pursell?

Mr. PURSELL. Yes.

Chairman PERKINS. Let me make an observation.

Of course, I am 64 years old, and from what I can gather from the many statements made here today, career education is just a lost art insofar as I am concerned. I went through school at the Hindman Settlement School and commenced taking what has been referred to here by Dr. Hoyt this morning as manual training when I was in the fourth grade. And I never will forget the instructions from our teacher. "I wonder how many of you boys," he would say, "are interested in this subject matter. It is just as important as your math, history, language, or any other subject that you may be taught in the elementary school."

Now we were required to take that manual training course commencing in the fourth grade through the second year of high school, and in those days carpentry and masonry were in great demand because the mining communities in eastern Kentucky were blooming. By the time most of those youngsters had completed the eighth grade, they had accomplished mechanical drawing. They would go out and get those jobs in the mining communities, and send their sisters to school, to the Hindman Settlement School.

And the county at that time was not maintaining the school system at all. Manual training courses were taught by an outside teacher, and just like all the other teachers we had at that time, they were from the eastern seaboard. This school was founded in 1903 by two women by the names of May Stone and Katherine Pettit. The school covered elementary through high school, and it was accredited by the Southern Association of Colleges the first year that they set it up.

So that goes to show you the quality of the school. And they had the foresight to include what they termed manual training.

But it went far beyond that. They purchased a farm. They owned their own dairy and they owned their own saw mill. We were taught not only the art of all types of woodwork, but in the warm days of the year for an hour we were taken out on a job, whether it be masonry, bricklaying, or quarrying.

We were taught to dress stone. We worked on buildings, worked on barns, and helped fence the schools for them.

The youngsters, by and large, knew whether they were interested in pursuing academic work, or going right on with manual training in other trades and crafts. We did not have any such thing as a guidance counselor.

But we were required to follow that subject matter in addition to—not detracting from—any of the academic courses, through the second year of high school. And that is where they stopped.

The things that you are arguing here really take me back to what that old manual training teacher stated.

And Berea College picked it up, right from the Hindman Settlement School. I think, as I view this career education problem, that it ought to be a comprehensive educational program, but it should not detract from the regular program at all, the academic program.

It gives that child the additional leeway to decide which direction he may want to go. If the youngster is exposed to the right type of career education, comprehensive education, at this early age, then he will know the direction that he wants to go.

So this is really an old thing, although so many of us are treating it as something new.

And I want to tell you when the public school systems took over that school—they stopped manual training altogether, I was told, until the high school level, and at that age it is much more difficult for a youngster to grasp all of these different trades and crafts.

As I look upon career education, I want to put it back and focus it where it should be, at the elementary, and secondary level—not conflicting with vocational training.

Now, I would like to hear your comments, starting with you, Dr. Hoyt, and we will go across the table there.

Dr. Hoyt. Mr. Chairman, I have listened very carefully to the description that you gave of your early educational experiences. If I listened to you correctly, you are talking about many of the basic concepts that we hope to include in career education.

In your elementary school, you were not taught manual training instead of the basic skills——

Chairman Perkins. Correct.

Dr. Hoyt. You were taught manual training in addition to the basic skills.

Chairman Perkins. Correct.

Dr. Hoyt. I would gather from what you said that your manual training instructor and your other instructors taught you more than just specific vocational skills, they taught you something about a respect for work——

Chairman Perkins. Correct.

Dr. Hoyt [continuing]. About the place for work in society, and they made you value work at a very early age.

Chairman Perkins. Correct.

Dr. Hoyt. Moreover, the description you have supplied us illustrates that at those times you were not limited to simply what was in the school, but you were making use of the resources of your community to enhance this learning.

Chairman Perkins. That is true.

Dr. Hoyt. And you had some voluntary help from the community resources that helped you and the other children in those schools learn about education in general, all of the goals of education, including education as preparation for work.

Chairman Perkins. Correct.

Dr. Hoyt. Now, Mr. Congressman, those general trends and goals are exactly what career education hopes to recreate in all of American education.

Now, we are not talking—I must say—about putting in a course in manual arts in the elementary school. We are talking about threading in this career awareness into all of the curriculum, but we are talking about exactly what you have described, that is, you do not talk about fighting one against the other, saying that one is good and the other is bad.

We recognize that all of education exists for a variety of purposes, of which one is preparation for work, and as I listen to you, Mr. Chairman, I cannot help but think that you had an excellent education in the school that you described, and that many, many of the basic principles in that school are exactly the principles that we hope to be able to include in the implementation of the career education concept.

I am thoroughly delighted with the description that you have given us here.

Chairman Perkins. Thank you.

Go ahead and comment on that, Dr. Grubb.

Dr. Grubb. Mr. Perkins, I am glad to have—I obviously agree with your recognition that career education is something old. It is a point that I have been trying to make for awhile and it has not been accepted by many career educators.

But if you would accept a few comments on your autobiography by someone who is less than half your age, there are some substantial differences between your life as you grew up and the average pattern of most Americans.

You grew up in a rural area, and most Americans now are in urban With respect to——

Chairman PERKINS. Well, let me straighten you out in that area.

At the Hindman Settlement School there were about 150 youngsters who stayed in the settlement, and some of those children were poor children who were brought there from urban areas.

But the best teachers that we had were teachers from Vassar, from Cornell University, from Boston University, all the academic teachers. They were the ones who prompted manual training at that time.

I do not think we should neglect basic academic courses in the schools. But we kept going forward with the basic academic courses and forgot about the industrial arts and the manual training that was so important.

And the youngsters in the grades were no longer exposed to this type of work. They would be delighted to be exposed today without doing any damage to the academic schedule.

And that is just what we are not doing.

We did it 50 years ago in many places in this country, and I see great damage today to the youngster who is not exposed to any of these things until he gets into high school.

Dr. GRUBB. I wanted to make three points about essentially—not the teachers, but the difference in——

Chairman PERKINS. The bells have rung, and I will be right back. Thank you.

[A brief recess was taken.]

Chairman PERKINS. The history that I gave you, do you agree with that philosophy that we should start at an early age?

Dr. HOYT. Yes, sir.

Chairman PERKINS. And there is no detraction from the academic work at all, it is just a supplement thereto, and giving the youngster or the child a broader viewpoint as to where he wants to go in the future to earn a livelihood so that he can be exposed at an early date, in the elementary school.

Dr. HOYT. Yes, sir, that is exactly my view, and the view of career education, and I think that you expressed it extremely well, Mr. Chairman.

Chairman PERKINS. You go ahead, now, the gentleman from Berkeley. I noticed you shook your head there awhile ago, Dr. Grubb.

Dr. GRUBB. Well, I agree with your wanting to start kids at an early age, but there are a couple of problems with children who live in urban rather than rural areas and who face the kinds of jobs that are typical in urban areas as distinct from rural areas.

Now one of the problems is the jobs you described, the kind of life you described, was one in which jobs were presumably very well known to children anyway, because they were living in among these workplaces, they probably had brothers in the sawmill or cousins working in the mines. These were part of the pattern of their daily lives and——

Chairman **Perkins**. All right. The same thing applies to urban areas. In the inner city today, you need all kinds of tradesmen, and why not let that child be exposed at an early age? If he wants to become a good bricklayer, he has got to be exposed to some of that art when he is 7, 8, 9, 10, 11 years of age.

That kind of community cooperation—I cannot see where there is any real difference between urban and rural areas.

Dr. **Grubb**. There are, obviously, a certain number of jobs like that which are perfectly visible to children, but most jobs seem to be hidden behind walls of some sort or another, office jobs in office buildings and factory jobs in factories, and I think it would be true that most jobs are like that, not particularly accessible to children. In fact, some of the disinterest which business has shown in career education has been precisely because it is really quite difficult—not to mention dangerous—to have a lot of children running in and among workers in most work settings.

So it is not quite the same as bricklayers, where that may be feasible, or someone running a lumber mill or shoring up the wall in a coal mine.

The other difference between the kinds of jobs that you described in your childhood and the kinds of jobs which are typical in urban areas now is that most of the jobs you described are fairly concrete: shoring up a wall or sawing logs are quite clear in what is going on and what the end product is.

But that is not true of most factory jobs, or most white collar jobs, where it is totally unclear what is going on.

So it seems to me that the accessibility of these jobs in terms of the comprehensibility of the youngsters is really quite different than it is for the kinds of jobs that you are talking about.

Finally, you described a situation in which the school program was very closely connected with the kinds of jobs necessary in your area. There were coal mines, so you needed stone cutters to shore up the walls. There was foresting going on, so people were needed to run lumber mills, and so forth and so on.

Now that may have been true where you grew up, but it seems that on the average that it is not true of the vocational programs that have been set up. It was not true of the programs that were discussed in the teens. It was not true of the programs that were examined in 1938 by John Russell. It was not true of the voc ed programs that were examined in 1963 and 1968 by the Federal Government; and it does not appear to be true of most voc ed programs now.

So in fact it does strike me that you are in a situation that was in some sense experimental and in some sense unique in the ability to fit the training to the kinds of work available in that area.

So it does seem to me that there are some striking differences between the world that you described and the world that most students now live in.

Chairman **Perkins**. I wanted the lady to comment. Just go ahead, and then I will call on Dr. Hoyt to wind it up.

Ms. **Kemble**. I think the part of what you suggested that seemed to me to say that there was something very good educationally about manual training and starting it at the early years and that there was something of value——

Chairman PERKINS. Well, that is not just something that is limited to manual training. That was so broad in the scope of that day and time that it included all kinds of trades, bricklayers, stone masonry, quarrying stone, all kinds of carpentry work, pipe fitting, and cutting timber, sawing timber, fencing, building buildings—go ahead, now, with that in mind.

Ms. KEMBLE. You also said that it was maybe an hour a day that you spent doing these things, and that there was no——

Chairman PERKINS. With the voluntary cooperation of the community and the supervision. They could come in on Saturdays and work all day if they wanted to, and after school; if they wanted to spend an hour after school, it was voluntary with them.

Ms. KEMBLE. You also made very clear that these programs, aside from being valuable in and of themselves, that learning about how to do these things were not in any way detracting from the other things that you were learning in school.

Chairman PERKINS. Right. It was merely a supplement.

Ms. KEMBLE. I think that that kind of a basic program is something that we would support. The question is whether that is what is now being supported by career education as we know it, or would be supported by the bill that you are putting through.

I think that, for example, if those kinds of skills were the only sorts of things that were offered in terms of a career education program, we would find that we were preparing young people for jobs that did not exist.

The construction industry, all of which the kinds of things you said people were learning, is where people would end up——

Chairman PERKINS. There is a greater demand than ever——

Ms. KEMBLE. It has the highest unemployment rate of any sector right now. It averages about 20 percent, and in some parts of the construction industry, it is as high as 40 percent, and in our big cities like New York it goes up over 80 percent.

So I think the question becomes, is the kind of thing that you are suggesting really possible for those parts of the economic sector that are open in terms of job preparation.

I guess this is really the point that Dr. Grubb was raising.

I would wonder whether those sorts of things are really possible to expose——

Chairman PERKINS. Well, let me answer you by saying that all of those jobs today are open for youngsters in all walks of life. I know you have a high unemployment in the construction industry, but at the same time, the construction inudstry is going to need many, many thousand more skilled workers in the near future..

Now, Dr. Hoyt, I am going to let you conclude this testimony.

Dr. HOYT. Mr. Chairman, I would like to conclude with just a couple of additional observations and end with a question to you, sir.

I think we are missing the boat if we talk about the specific occupations that you used in your illustration. It seems to me that what you were telling us is that you had a career awareness and a career exploration experience covering the common occupations in the area where you grew up along with additional knowledge from other instructors covering the broader range of the total world of work.

You learned about work needed in the society which was represented by the community where you worked, and you had community involvement there.

With those—now, Mr. Chairman, I assume that you were one of those who went through that manual training experience. My question to you sir is, do you not feel that having had that experience yourself that in your position as a Member of the House of Representatives, that there is not some relationship between what you learned there and your ability to carry on in your present assignment?

Chairman PERKINS. I think there is a great connection.

Dr. HOYT. That is my point, sir.

Chairman PERKINS. That is the reason that I commenced early working on the vocational educational program, commenced early about manpower development and training programs.

But this idea—and let me say this with all kindness to the gentleman from Berkeley, Dr. Grubb—the idea of people not being exposed to use their hands because there are no jobs available, does not work out that way.

And I think this type of education is good for a youngster living in the inner city—that is the reason we are advocating a conservation corps in the forest. Get him off the streets when he is unemployed.

And I think it will reduce welfare, reduce crime rates. There are millions of jobs that need to be done by youngsters that are not presently being done, and that is part of this career education concept as I see it.

Let me say to the gentleman from Berkeley that I could have followed a half a dozen different trades and earned a livelihood because I learned to do things as a youngster—even if it was plowing the fields—I was chief plowboy in my town when I was 10, or 11, or 12 years of age. I learned all those extra things that youngsters of this day and time are not exposed to, and I think that is where we are off base. If we give these youngsters a chance at an early age to become involved and exposed to outside activities that will lead to earning a livelihood, we will be doing a great thing.

If we had the money in vocational education, I would say let us drop that down to the fourth and fifth grade, but we just do not have the funds. With the vocational schools and the manpower programs combined, there are three and four times the number of training programs than there are funds available today.

I think this early age concept is the direction in which we ought to start. It is Congressman Quie's viewpoint. I think we are going to get you a bill pretty quick.

That is all I have to say.

Thank you very much, gentlemen. The Committee will now stand adjourned.

[Whereupon, at 11:45 a.m. the subcommittee adjourned, to reconvene subject to the call of the Chair.]

[Material submitted for inclusion in the record follows:]

NORTHWOOD PUBLIC SCHOOL,
NORTHWOOD, N. DAK., *Feb. 12, 1977.*

HON. CARL PERKINS,
Chairman, Committee on Education and Labor, House of Representatives, Rayburn Office Building, Washington, D.C.

DEAR CONGRESSMAN PERKINS: I want to thank you for introducing H.R. 7, the Elementary and Secondary Career Education Act of 1977.

Career Education is vital to the students of our schools and any help that we can get for this will be greatly appreciated.

The schoolboard, administration and staff of the Northwood Public School feel that Career Education is a vital part of the education of each of our students and thank you for your efforts in support of Career Education.

Sincerely yours,

ROBERT E. SHEPPARD,
Superintendent.

CHAMBER OF COMMERCE OF THE UNITED STATES,
WASHINGTON, D.C., *March 9, 1977.*

Hon. CARL D. PERKINS,
Chairman, Subcommittee on Elementary, Secondary and Vocational Education, Committee on Education and Labor, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Attached is a statement expressing the views and recommendations of the Chamber of Commerce of the United States on the Elementary and Secondary Career Education Act of 1977 (H.R. 7).

We will appreciate your consideration of these views and request that the statement be made a part of the record.

Cordially,

HILTON DAVIS,
Vice President, Legislative Action.

Attachment.

STATEMENT FOR THE CHAMBER OF COMMERCE OF THE UNITED STATES, BY MILLICENT W. WOODS *

The Chamber of Commerce of the United States welcomes this opportunity to support the proposed Elementary and Secondary Career Education Act of 1977 (H.R. 7). This bill will authorize $275 million over a five-year period to assist the States and local educational agencies in making career education a major goal of our education system. This temporary federal role and support is necessary. We recommend the sponsors of H.R. 7 for their action and urge early passage of this legislation by the Congress.

In supporting the bill, the Chamber speaks for its membership—the world's largest business federation comprised of more than 66,000 business firms, chambers of commerce, and trade associations.

OUR CONCEPT OF CAREER EDUCATION

The Chamber affirms that the highest aim of education is the development of the qualities of character. For in teaching honesty, justice, integrity, and respect for person and property lies the hope of domestic tranquility and good will in our society—the basis for human progress.

Another basis for tranquility and progress is a citizenry using fully its talents at work—that is, in those activities, paid and non-paid, which provide satisfaction for the individual and benefit to society.

Education and work are artificially separated today, but they were not so divided in the past and should not be so in the future. A linking of education and work is even more important in a dynamic industrial-service economy than in a less complex economy.

Career education seeks to remove the barriers between education and work by emphasizing preparation for work as a major goal of American education at all levels—from the elementary schools through the secondary schools and the universities, colleges, and technical institutions.

Career education benefits all students because they will commence work—begin a "career"—at some point in their lives, whether they leave school at age 16 or complete graduate school. It therefore applies to the student who will seek a graduate degree as well as the potential dropout. It especially benefits indifferent students by making their learning experience relate to the many ways people spend their lives. And it also helps the young woman who needs to be made aware that even though she gets married and has a family, she may spend 25 years or more in full-time employment outside the home.

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* Associate Director, Education, Employment and Training, Chamber of Commerce of the United States.

Career education expands educational and career opportunities by stimulating interest in the studies necessary to pursue various lines of work, and by giving students preliminary skills to enter any one of a cluster of different careers. It encourages boys and girls and men and women to consider non-traditional, as well as traditional, careers. And it reminds us that, in a changing society, education must be a continuing experience throughout our lives, requiring an "open door" between school and work.

Career education seeks to enable everyone to make informed career choices as they proceed through life. To do this, they must learn to identify their strengths, weaknesses, interests and aversions. They must then relate these to requirements of the world of work and of the various levels and types of education. Such an informed process is vital to a fully useful life, since career decisions are often required several times, and include decisions about promotions and changes in assignments as well as the selection of an occupation or profession. People who learn career decision-making skills will have greater career satisfaction regardless of changes in the job market.

Career education acknowledges that learning occurs in a variety of settings, and therefore requires relationships with the business-industry-labor-professional community to provide learning experiences not available to students in a conventional classroom environment. Equally as important as opening the classroom door to the community is the bringing of business and other community resources into the school building itself. Through this interchange of experience, a better understanding of the relationship of education and work is developed.

Career education urges that society reappraise its value system to help ensure the respect due all types of work, and to help make unsatisfying jobs more meaningful. It calls for recognition that some technical skills provide services just as useful as some managerial/professional skills.

In summary, career education is the total effort of education and the community to help all individuals become familiar with the values of a work-oriented society, to integrate such values into their personal value systems, and to implement those values in their lives in such a way that work becomes possible, meaningful, and satisfying to each individual.

WHY THE NATION NEEDS CAREER EDUCATION

In many respects, schools are doing a better job of educating our youth than ever before. However, society continually demands more of our schools, just as it does of other institutions, including government and business. The school performance that was judged satisfactory twenty years ago, may no longer be adequate when measured against today's rising expectations and needs. Of the many reasons for this change, some relate to the world of work. Simply consider these facts:

In 1930 approximately 30% of all jobs were unskilled or required few qualifications other than a willingness to work and do as one was told. Today such jobs number less than 5% of our national job market. This is a major reason unemployment in 1976 for youth 16–19 years old averaged 19%—up almost 75% from the 1956 rate of 11.1 percent.

Today there are 23,000 different types of jobs.

By 1980 there will be 30,000 different types of jobs. The number of new jobs will, of course, be much greater than the 7,000 indicated by these figures because many of today's jobs will have little significance in the labor market by the end of this decade.

Of the millions of youngsters who started kindergarten and first grade last fall, two out of every three will, when they enter the labor market, take types of jobs that don't exist today!

76% of secondary school students are enrolled in a course of study that has, as its major emphasis, preparation for college—even though 8 out of 10 jobs between now and 1980 will not require a baccalaureate degree.

How can our educational system address this situation?

The answer is to find practical methods of relating classroom activities to on-the-job realities and to emphasize the transferability of all educat[illegible] experiences to everyday living. Some refer to this as getting education [illegible] the four walls of the classroom or as establishing a two-way street between the classroom and the community.

Admittedly, it is difficult to achieve a satisfactory match between worker skills and job requirements. The labor market is too dynamic and specialized to permit a precisely accurate forecast of all the types of skills that will be needed. In addition, it is equally difficult to relate some of the citizenship and cultural values learned in schools to community needs. But, these values are readily identifiable through contact with people practicing them. Surely we must improve the present situation in which teachers and students alike too often have little or no knowledge of the skills and attitudes required in the non-academic workplace.

Schools cannot be expected to achieve the necessary change alone. The career education team must include school administrators and school boards, counseling personnel and classroom teachers, labor and business representatives, PTA's, and civic groups. Representatives of business, labor, and education must get together on a continuing basis. Career education offers the conceptual framework for this collaborative approach.

CHAMBER ACTION FOR CAREER EDUCATION

For some years, the National Chamber has been a strong and vocal advocate of career education. We have hosted several national conferences, published various reports, and cooperated with numerous national organizations, including all the major education associations, in support of career education. Further, we have worked through our federation to develop a resource of business persons ready to work with educators to facilitate the difficult school-to-work transition. Many local chambers and business organizations have been and are actively engaged in career education projects. Moreover, in 1974, we testified in support of federal appropriations for the Office of Career Education in HEW. In 1975, we supported career education at this Subcommittee's oversight hearings. Then, in 1976, we supported the predecessor bill to H.R. 7.

WHY FEDERAL ROLE IS TEMPORARILY NECESSARY

Our nation spends over $120 billion a year on education at all levels. Our elementary and secondary education system currently encompasses 48 million students, a teaching and administration staff of 2.5 million persons and involves an annual expenditure of over $75 billion.

H.R. 7 would authorize $275 million over a five-year period "to assist states and local education agencies" to increase the emphasis placed on career education in elementary and secondary schools. This is less than $6 per student—or an average of about $1 per pupil per year.

The Chamber supports use of this limited role for the Federal Government and the use of this limited amount of general revenues. The bill is well-designed, and includes its own "sunset" provisions.

These provisions, however, would make available sufficient funds to stimulate implementation of career education at the state and local levels while avoiding the danger of career education becoming dependent on endless special categorical funding by the Federal Government. The latter eventuality would foster an erroneous impression that career education is an "add-on" program rather than a concept to be infused in all education.

At the termination of assistance provided in this bill, total annual expenditures for elementary and secondary education will likely exceed $100 billion—while student attendance will have declined by perhaps 10 percent. At that time, if state and local education agencies devote just one percent of their funds to career education, $1 billion annually will be available for this purpose. The progress of career education depends much more on the zeal and commitment of its proponents than on any permanent federal assistance.

To maximize the effectiveness of the limited federal expenditure proposed in H.R. 7, we further recommend that any paperwork required in administering these funds be kept to an absolute minimum. We are certain school administrators will concur with this request.

CONCLUSION

The Chamber supports H.R. 7. We urge the Chairman and members of the subcommittee to act to assure swift passage of this legislation.

DEVELOPMENTAL CAREER GUIDANCE PROJECT,
Tucson, Ariz., February 23, 1977.

Hon. CARL PERKINS,
Chairman, *Committee on Education and Labor, House of Representatives,*
Rayburn House Office Bldg., Washington, D.C.

DEAR REPRESENTATIVE PERKINS: I am writing in support of H.R. 7 "The Elementary and Secondary Career Education Act of 1977." I am currently serving as the Assistant Director of the Pima County Development Career Guidance Project and I am directly responsible for the evaluation of career education in Pima County, Arizona. We have developed student assessment instruments indicating that students who have had the opportunity to have high involvement in career education have accomplished greater achievements than low involvement students in the following areas:

1. Knowledge of the different types and levels of education preparation necessary for various careers.
2. Knowledge of the common requirements for job satisfaction and success.
3. Knowledge of the social and economic benefits associated with various occupations.
4. Employability skills.
5. Knowledge of decision-making skills.
6. Positive attitudes and appreciations toward learning and work.
7. Knowledge of occupational choices which exist.
8. Self-confidence that their educational and occupational goals are achievable.

We in Arizona know the benefits of Career Education for the students of our state and would be willing to testify during hearings to support your work in providing Career Education to all the students of our nation.

Please don't hesitate to contact me if any questions arise. I would greatly enjoy being kept posted on the progress of H.R. 7.

Sincerely,

DON LAWHEAD,
Assistant Director.

NATIONAL OFFICE—BOY SCOUTS OF AMERICA,
North Brunswick, N.J., February 18, 1977.

Hon. CARL D. PERKINS,
U.S. House of Representatives,
Rayburn House Office Bldg., Washington, D.C.

DEAR MR. PERKINS: This is to endorse your bill to authorize a Career Education program for elementary and secondary schools and for other purposes, H.R. 7 in current Congress' first session.

As a director of the project in Career Education for the Boy Scouts of America, I have become increasingly aware of the need to prepare people for work and an appreciation for its impact upon careers.

It appears to me that the act as presented to the House of Representatives substantially undergirds the ideas that we have gathered about awareness, exploration, decision making, and planning.

I have been studying the bill and I think the intent to provide the resources of this act to agencies other than elementary and secondary schools is included. If that was not the intent of the authors of the bill, I sincerely hope that amendments can be made that will make it possible for agencies like the Boy Scouts of America to become partners with the Congress of the United States in carrying out our mutual mission to better serve through our volunteer activities, the people, especially the youth, through this very important plan for reforming the educational community.

Again, thank you for the effort, time, and the concern which you have placed on this act before the Congress.

Sincerely yours,

IVAN B. STAFFORD, Ed.D.
Project Director, Finance Development Division.

Congress of the United States,
House of Representatives,
Washington, D.C., February 21, 1977.

Dear Mr. Jennings: Enclosed is a letter from the Superintendent of Public Instruction for Idaho's Department of Education. Helen Werner discusses the merits of the bill and the anticipated problems of the funding aspects.

I would appreciate your consideration of this area during your hearings in March.

Sincerely,

Steve Symms,
Member of Congress.

Enclosure.

State of Idaho,
Department of Education,
Boise, Idaho, February 9, 1977.

Hon. Steve Symms,
U.S. House of Representatives,
Longworth Building, Washington, D.C.

Dear Congressman Symms: The Idaho State Department of Education has been reviewing H.R. 7, the proposed Elementary and Secondary Career Education Act of 1977. We certainly consider career education as a priority need, but in a small state for a new Federal program we feel there should be a guaranteed minimum for administration to implement and operate the program in compliance with congressional intent. Following is the assessment of this bill by our Department.

As written, it appears that the intent of this bill is to provide incentive money to states for the implementation of career education in the elementary and secondary schools of the nation. The authorization level for the five year proposed duration of the Act, and the formula for distribution of funds to states, leads us to believe that Idaho would receive the minimum of $100,000 for the first and last years, with increased amounts in the intervening years. A maximum of 5% of this is allowed for administration, with an additional 10% allowed for state leadership for the first year of the program.

The bill outlines the staffing pattern, qualifications of staff and delegation of authority to the coordinator of career education which must be followed for participation in the program. These are administrative decisions which should be made by the State and not mandated by Federal law. The "phasing down" of Federal participation after the second year, not only in total authorization but also in the percentage allowed for administrative costs, indicates that only those states committed to "picking up" the staff mandated for implementation of a Federal program and the resources available to do this could participate in the program. Although this particular program has not been discussed with the Idaho Legislature, that body has indicated a reluctance to accept the responsibility for continuing such programs. The Chief State School Officer has also indicated that he does not favor applying for Federal funds for staff that must then be picked up with State funds

The Idaho Department of Education accepts career education as a priority need and has a State consultant working in that area. We are working toward infusing that concept into the curriculum of the elementary and secondary schools of the State. However, because of the restrictions imposed on funds available for administration and the mandatory staffing requirements of this bill, we could probably not utilize funds available under this Act to assist in this program. A guaranteed minimum for administration to implement and operate the program is needed.

Thank you for your continued support of education programs.

Sincerely,

Helen H. Werner,
Associate State Superintendent,
Division of Federal Programs.

Alief Independent School District,
Alief, Tex., February 24, 1977.

Rep. Carl Perkins,
Rayburn House Office Building,
Washington, D.C.

Dear Sir: This letter is to indicate the support of the members of the board of trustees, the school administration, and the staff of the Alief Independent School District for House Resolution 7 on career education programs.

Our board has approved a policy supporting career education within the curriculum, and has strongly encouraged our administrators and staff to develop units of instruction which can enhance the career activities for the students. The program in AISD is K–12 in nature, for over 10.000 students, and involves over 600 teachers. One person serves as the coordinator of the program, but she works with specially trained teachers in each school to implement the career education curriculum.

We have noted countless examples where students have learned more about the world around them, all the way from the local law enforcement department to the electronics laboratories to the research centers in our area. Career Education has made their lives more meaningful, and their interest in and motivation for basic classroom subjects have greatly improved.

We urge passage of this important bill.

Sincerely yours,

John D. Bowser,
Superintendent of Schools.

Foothill College,
Los Altos Hills, Calif., February 28, 1977.

Carl Perkins,
Chairman, Committee on Education and Labor, House of Representatives,
Rayburn House Office Bldg., Washington, D.C.

Dear Congressman Perkins: I want to encourage your full support in regards to Bill H.R. 7, "Elementary and Secondary Career Education Act of 1977."

Many of my colleagues and I have been working very hard to implement Career Education in our school districts and in State workshops for school districts in California.

The Bill recognizes, as I trust you to recognize, the prime importance to work in our society and for individual's self-concept!

We need more direct interest and assistance in our local educational agencies to help education as a preparation for "meaningful" work a reality for all of us that teach and administrate. You might refer to Dr. Ken Hoyt's, Office of Career Education, definition of "Work" as the one I'm embracing.

Please get behind this Bill and support Career Education as exemplified in it.

Please call me if I can be of assistance, or can share my programs and experience that will clarify any concepts.

Please keep me posted on the progress of the Bill and your views.

Thank you very much for your hard work.

Sincerely,

Dan Walker,
Administrator, Cooperative Work Experience Education.

State of Rhode Island and Providence Plantations,
Department of Education,
Providence, R.I., March 1, 1977.

Hon. Carl D. Perkins,
U.S. Congressman, Rayburn House Office Building,
Washington, D.C.

Dear Congressman Perkins: I wish to commend and support your efforts related to the introduction of your bill "Career Education" (H.R. 7).

Rhode Island has for a number of years been attempting to establish programs which would increase the effectiveness of career awareness, career exploration, and the decision making and planning which students must consider as they consider their future. Your bill offers us the opportunity to reach our goals without the many limitations usually placed upon SEA's in other types of educational legislation.

Although we strongly support the Career Education concepts of H.R. 7, we do have some concerns as to the various sections of the proposed bill. One of these relates to the allocation method to states.

Basically, I feel the levels could meet the needs of the country as a whole. However, by distributing the allocations to states on a proportion of population may earmark funds to states which do not have as critical Career Education needs as others.

I would like to use our state as an example. Rhode Island had an unemployment rate in the last two years reaching levels of 17 percent. At the present time, our nine percent unemployment rate is considerably higher than the national average. Also, over 50 percent of our adult population have not completed high school.

These types of needs, which are unique to Rhode Island, would not be addressed on a pure population allocation. A quick look has shown that 13 states would receive the floor of $100,000. In the second year of funding, they would receive approximately $1.3 million while the remainder of the states would receive the remaining $98 million. The assumption being that their need is less because they have fewer students.

May I suggest that consideration be given to the possibility of allocating money be a basis of need rather than population. If this is not feasible, the floor level for states having smaller populations could be raised significantly above the suggested amounts.

Another concern we have relates to the section of the bill which would require staff relationships within the organizational structures of State Education Agencies. The bill would necessitate that a State Coordinator of Career Education be established in Rhode Island at a management level equal to an Associate Commissioner of Education.

We feel that this type of relationship is contrary to the organizational structure of our agency, and feel that such regulations within the law would prevent or hinder the present organizational relationships found within each of the states in the nation. I agree that we should emphasize Career Education needs and assign a unit and personnel director for Career Education responsibilities, but the management level and reporting process should be left up to the states to decide.

Directly related to this, is the section of the bill which would require states to absorb a considerable portion of the salaries of the staffs required by the bill after the initial year of funding. We feel to require states to establish positions in one year and then remove the funds to support their activities, is an infringement on state flexibility and its individual needs. We feel some adjustments in the law must be made in these requirements.

Further, I have concern in the relationships which the bills indicate between guidance and counseling and Career Education. It is our feeling that although this may be desirable, that other liaison relationships are just as critical; therefore, we feel that to single out one program in education and its relationship to Career Education, would be unjustifiable to the other programs.

Lastly, there is some ambiguity in the language relating to students working in private industry and business without pay. Department of Labor regulations strongly indicate that whenever students are placed in business or industry without pay, that numerous conditions must be met.

I am concerned that the regulations from the Department of Labor are such that school districts would be encouraged to engage in unlawful placement of youth and unpaid employment, and could create numerous court actions.

As I mentioned previously, Career Education is a concept in education which must be pursued, and we in Rhode Island will add our support to insure that H.R. 7 is successfully moved through the Congress.

I felt that we must express our concerns to you early in the hope that you will attempt to make the necessary adjustments.

As always, I appreciate your efforts in behalf of all students and the educational community as a whole. If I can provide any further clarification, I would be pleased to do so.

Sincerely,

THOMAS C. SCHMIDT,
Commissioner of Education.

KEYSTON AREA EDUCATION AGENCY,
Elkader, Iowa, February 24, 1977.

Rep. CARL PERKINS,
Chairman, House Education and Labor Committee,
Rayburn House Office Building, Washington, D.C.

DEAR REPRESENTATIVE PERKINS: I am writing this letter in support of H.R. 7, a bill for Career Education at the elementary and secondary level.

My position is such that I am in contact with the 27 public schools in our area on a frequent basis. It is apparent to me that Career Education is needed in these schools and throughout Iowa. The only way a concept of Career Education is infused into on-going curricular areas, is through in-service of staff. It is unfortunate, but in-service is expensive, and H.R. 7 would be extremely helpful to us in facilitating Career Education in our area.

Please do everything you can to get the bill moving and muster the needed support.

Sincerely,

NOEL KORANDA,
Career Education Consultant.

PROJECT COPE,
New York, N.Y., February 16, 1977.

Cong. CARL PERKINS,
House Office Building,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: I have been following with interest your revised version of the Elementary and Secondary Career Education Act. I understand that it is designed to assist the implementation of career education nationally over a five year period.

As I have not had the occasion yet to obtain a copy of H.R. 7, I am merely putting our organization on record in support of any comprehensive legislation on behalf of career education.

Project COPE (Career Opportunities and Preparation for Employment) is a division of Agudath Israel of America, which a major national Jewish organization, the broadest base ethnic Jewish movement in the nation with 55 years of communal activities in the areas of social service, education and youth work. Our leaders are the foremost scholars in Judaism and the deans of the major Rabbinic seminaries in the country. Our organizational structure consists of national headquarters overseeing sixteen divisions in the area of services.

For nearly two decades Agudath Israel has served as the spokesman before legislative bodies and government agencies for the non-public schools on all levels. These schools have successfully trained American men and women to take a construceive place in our society; graduates of these institutions have made contributions in every area of American life. Agudath Israel has served in an advisory capacity to the non-public schools in constantly upgrading the standards of education.

New York State Education Commissioner, Nyquist, appointed the President of our organization, Rabbi Sherer, several years ago to represent the Jewish educational community on his advisory council. The Commissioner appointed me this year to his advisory council for career education.

In January 1975, Agudath Israel launched Project COPE, a major Manpower project funded under the Comprehensive Employment and Training Act of 1974 Title I which was designed to serve the unemployed, underemployed and economically disadvantaged. A major component of the overall Manpower training program was its vocational education program.

In addition to an outstanding track record, Project COPE has assisted many Jewish all day secondary and post-secondary schools in initiating their own career education programs in their schools. We are committed to the ideal of spreading career education to all the non-public schools of our nation and, as such, have a very keen interest in legislation which will hopefully significantly expand career education programs in the country.

Insomuch as Agudath Israel has a deep interest in the field of youth and education, we are concerned with the need for a smooth transition for thousands of students from school to the world of work. Because of its "umbrella" nature, representing as we do Jews of all ages from a broad spectrum of differing backgrounds, Agudath Israel seeks to build bridges between the halls of education and the industrial world. Our organization is also deeply committed to a program which will help prepare generations to assume a gainful place in society.

I want to register my organization's support for your bill. I would be very interested in receiving a copy of H.R. 7 and in participating in all future activities which relate to your outstanding legislation.

All good wishes.

Sincerely,

RABBI MENACHEM LUBINSKY,
Director, Agudath Israel of America.

STATE OF OHIO,
DEPARTMENT OF EDUCATION,
Columbus, February 15, 1977.

Hon. CARL PERKINS,
*Congressman, Rayburn House Office Building,
Washington, D.C.*

DEAR MR. PERKINS: Please find enclosed a copy of our analysis of H.R. 7. As you will note, a number of concerns are expressed relating to language in the bill which imposes certain organizational structures on state education agencies.

We believe that it should be a state decision on how to most effectively organize to implement this or any other federal program.

Recent trends in legislation indicate a rather strong distrust of state education agencies abilities to effectively manage federal programs. While I am sure that isolated examples of SEA mismanagement can be identified, on the whole, the SEA's have effectively managed federal programs over the years.

We support the need for a career education program, particularly in these times of population mobility, high unemployment, and transitions occurring in many occupations.

If you would like additional information, please advise.

Sincerely,

JAMES W. MILLER,
Director, Division of Federal Assistance.

Enclosure.

MEMORANDUM

FEBRUARY 8, 1977.

To: James Miller.
From: Byrl R. Shoemaker.
Subject: H.R. 7—Preliminary analysis.

Page 5—Lines 13 through 17

This section of the proposed law directs the relationship of the State coordinator of career education so that the coordinator will be on a level with the Deputy Superintendent in Ohio or the corresponding position in other States.

This type of relationship is not called for in any other Federal legislation, including the vocational education and special education legislation.

Such a regulation in law would prevent or at least hinder the present organizational relationships within those States that have established career education programs, such as Ohio.

Lines 18–20

This regulation in law would require a fiscal organization especially established for career education and would defeat the present operational procedures in States such as Ohio.

Page 5—Lines 21–25; page 6—Lines 1–2

Again the language of this section of law directs organizational relationships in the State. While a liaison relationship with guidance and counseling may be desirable, other liaison relationships also may be desirable. Such a liaison relationship should not be established in law.

Page 8—Line 25; page 9—Lines 1 and 2

This language is deceptive. It leads States to a belief that students can work in private industry or business without pay. Department of Labor regulations state that persons can be in a place of business without pay only when all of the following conditions are met:

(1) The training, even though it includes actual operation of the facilities of the employer, is similar to that which would be given in a vocational school;

(2) The training is for the benefit of the trainees or students;

(3) The trainees or students do not displace regular employees, but work under their close observation;

(4) The employer that provides the training derives no immediate advantage from the activities of the trainees or students, and on occasion his operations may actually be impeded;

(5) The trainees or students are not necessarily entitled to a job at the conclusion of the training period; and

(6) The employer and the trainees or students understand that the trainees or students are not entitled to wages for the time spent in training.

Please note the regulation which states that the employer cannot reap any immediate benefits from the work of the student. A student selling an item to a customer is "reaping an immediate benefit to the employer." Any productive work provides the employee with immediate benefits.

Sections of the law will encourage school districts to engage in unlawful placement of youth in "unpaid employment" and it will be the superintendents of schools at the local and State level who will be taken to court when a student is injured or sues on the basis of enforced "peonage." It will be the public educators who will face the wrath of the labor organizations.

Page 12—Lines 13 through 21

This section of law requires each State to appropriate State funds specifically for the administration of and State level services for career education in increasing amounts for the second through the fourth year. Such appropriations would be required as specific appropriations and could not be matched by State funds expended for local career programs.

Page 12—Lines 22-25; page 13—Lines 1-6

This section (3) requires appropriation of State funds or the budgeting of local school funds to match Federal funds in years 3, 4 and 5.

ELEMENTARY AND SECONDARY CAREER EDUCATION ACT OF 1977

TUESDAY, MARCH 1, 1977

House of Representatives,
Subcommittee on Elementary,
Secondary and Vocational Education,
Committee on Education and Labor
Washington, D.C.

The subcommittee met, pursuant to recess, at 9:45 a.m., in room 2261, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Blouin, Le Fante, Heftel, Buchanan, Pressler and Pursell.

Staff present: John F. Jennings, majority counsel; Nancy Kober, staff assistant, and Charles Radcliffe, minority counsel.

Chairman Perkins. The subcommittee will come to order. There is a quorum present.

We will continue the hearings on H.R. 7, the Elementary and Secondary Career Education Act of 1977.

The first witness will be Dr. Gene E. Bottoms, president of the American Vocational Association.

You may proceed, Dr. Bottoms. I am delighted to welcome you here this morning. Without objection, your prepared statement will be inserted in the record and you can make any observations you care to make with regard to the legislation.

[The prepared statement of Dr. Gene E. Bottoms follows:]

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STATEMENT OF

GENE BOTTOMS, PRESIDENT

AMERICAN VOCATIONAL ASSOCIATION

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY
AND VOCATIONAL EDUCATION

OF THE

HOUSE EDUCATION AND LABOR COMMITTEE

HONORABLE CARL PERKINS, CHAIRMAN

March 1, 1977

9:30 A.M.

2261 Rayburn Building

Mr. Chairman, Members of the Subcommittee:

It is indeed a pleasure to appear before you today. On behalf of the AVA I would like to share with you the reasons why we strongly support the intent of the Elementary and Secondary Career Education Act of 1977 and to offer some suggestions as to how the bill might be revised to more effectively achieve its implementation.

First, Mr. Chairman, I would like to commend you and your committee for the development of the Elementary and Secondary Career Education Act of 1977. It represents a continued concern that this committee has expressed about preparing children and youth of this country for adulthood. In Section 2 of the bill you state simply that, "It is the purpose of this Act to assist states and local educational agencies in making education as preparation for work a major role of all who teach and all who learn."

We wholeheartedly endorse this statement because it does recognize the important role that work plays in our society and it establishes preparation for work as a national priority to be pursued by all. Changes in our society often prevent children and youth during their growing-up years from having meaningful contacts with a number of responsible adults carrying out their career roles. The achievement of the intent of this legislation should result in the home, community and school working together to provide learning activities that enable children and youth to (a) relate and apply subject matter knowledge to everyday problems; (b) to come into contact with model adult workers from all walks of life; (c) to use their career interests in developing other skills; (d) to think about themselves--their abilities, interests and attitudes--in relation to different adult roles; (e) to experience the satisfaction one receives when doing something worthwhile for another person; (f) to acquire the coping skills needed to meet the challenges of adulthood, and (g) to acquire a clear understanding of who they are and who they might become.

The consequences of such outcomes will mean that the dreams of children and youth will be based on the adult world as it really is rather than on dreams that are based on ignorance and the limited values of their own peer group. For society these outcomes mean that the youth of tomorrow form visions of how they might improve our work from within the system and through orderly and responsible means.

Through the implementation of the educational activities suggested by this bill we can bring back into focus the best of those traditional values of the past regarding work.

While we fully endorse the goal of H.R. 7, we believe that some changes in the bill are needed to achieve the intent.

First, we would like to see the legislation identified in broad statements what is expected in the way of student outcomes. For example, we should expect our youth to identify with work and workers to know themselves in relation to the opportunities of the adult world; to know how to apply knowledge and skills acquired in schools in solving problems of adult living; and to have a career goal and a plan for its achievement.

Further, we would hope that the legislation might state how you expect schools to be different as a consequence of this legislation. For example, what type of changes should we expect in teaching in the curriculum between the school and community and the school and the home. Broad statements of your expectations would enable all educators to better understand the national intent.

Second, the approach for implementing career education in the bill may not result in involving all who teach and learn to receive funds under this Act. A state must employ a state coordinator and staff who shall have prior experience in the field. With this requirement career education becomes the responsibility of one or two persons in the State Department of Education rather than of all State Department of Education professional staff. You see, under this arrangement the state elementary coordinator, reading consultants, special education specialists, school media personnel, curriculum consultants, transporation specialists and others who are essential to achievement of the career education goals are not going to be identified with it.

Next, the bill makes it possible to employ local career education coordinators and to develop a special certification for them with a local specialist. Other supervisory and leadership personnel will not see that they have any responsibility for career education. It is essential that all education leadership personnel at the national, state and local level be identified with and be responsible for providing leadership in implementing career education in their respective areas.

Therefore, we propose: (a) That rather than requiring the state to employ a state coordinator, that the state be required to develop a plan for implementing career education through curriculum, program and support leadership personnel; (b) that local school systems not be allowed to use funds for additional staff, but rather use the funds to develop the capacity of current leadership personnel to implement career education; (c) that rather than requiring states to just develop a policy on career education, they describe how they will make the ideas underlying career education an integral part of all policies; (d) that rather than tell states what staff must be involved, allow them to tell how they will organize to provide coordination among involved personnel and how services will be delivered to local school systems.

In my state, we have elected this approach, often abandoning the approach outlined in H.R. 7, because of the limitations described here.

Third, we view your legislation as capacity building which is crucial at this stage as a short range strategy if we are to implement on a widespread basis those process practices and products that have emerged during the last ten years. However, if we are to achieve the involvement of all educators and all students, then the idea of career education must become an emphasis in all federal legislation, including legislation for the handicapped, ESEA, vocational education, teacher centers, and so forth. By such action, Congress can communicate its seriousness that preparation for work is really a responsibility of all. Therefore, we would propose that in the time you make the purpose of H.R. 7 part of the purpose of all education legislation and that in H.R. 7 the Associate Commissioner of Career Education be assigned the task of working with others in the Office of Education who are administering other acts in order to assist them in the achievement of the purpose of H.R. 7 through their programs. This action would have the effect of creating a long range means for maintaining the purpose of H.R. 7 after the five year capacity building phase.

In regard to H.R. 7, vocational educators do not wish to manage it, rather they desire only to do their part as members of the total educational community in achieving its purposes. Vocational educators, of all educators, should be willing to give their fullest support to efforts to involve all educators in the preparation of children and youth for work.

Vocational educators should take a strong leadership role in promoting policy development at the local, state and national level that expands the responsibility for work preparation to all educators at all levels. We can share our approaches to learning and knowledge of work with other educators as they seek to promote the career and self understanding of those they teach.

We will give 100% as members of a total educational approach to implement career education, because it will enable us to do a better job of skilled preparation. As a consequence of career education youth choosing vocational education will do so based on an "informed and considered choice." You should recognize that the passage and funding of H.R. 7 will result in an increased demand for vocational education at all levels and settings. Career education should result in improved learning and more motivated students. Our goal is not to control or direct career education; we wish to be equals with other educators in developing and implementing a total program that results in graduates who know who they are, what they can do, how they can get there, and are implementing action toward their tentative goals.

I would remind the committee that AVA did and continues to support a broader definition of vocational education than that contained in the 1976 Vocational Education Amendments. As a Southern Baptist, I learned that not all who join have chosen, and not all who have chosen are committed, for many fall by the wayside and others choose another denomination. To limit vocational instruction to only job skill preparation, as has been done in the 1976 amendments, is to assume that all who choose vocational education have made a firm irrevocable choice forever, which is contrary to the laws of human nature. We believe that instruction designed to facilitate occupational choice must remain within the scope of the definition of vocational education instruction. It is impossible to separate discretionary instruction for preparation and instruction for decision making.

In summary, through the career education legislation, children will be able to develop enriched fantasies about who they might be as adults.

Certainly this will have the effect of restoring to the American scene a set of experiences for children that may have been denied. Those values of personal responsibility, of tact, of consideration for others, of honesty, of economic independence, can regain their previous status of importance. This legislation can increase the abilities of individuals--be they male or female, minority or majority, advantaged or disadvantaged--to manage and direct their adult lives.

STATEMENT OF GENE E. BOTTOMS, PRESIDENT, AMERICAN VOCATIONAL ASSOCIATION

Dr. BOTTOMS. Thank you, Mr. Chairman.

Members of the committee, it is indeed a pleasure to appear before you today. I would like to take just a few moments to discuss with you the reasons why we in AVA support strongly the intent of H.R. 7, and to offer some suggestions as to how the act may be revised to more effectively achieve the goals set forth.

I commend this committee for this Career Education Act of 1977, and particularly, your simple statement that states:

> It is the purpose of the Act to assist States and local educational agencies in making education as preparation for work a major role of all who teach and all who learn.

We wholeheartedly endorse this statement because it certainly recognizes the important role that work plays in our society. As you well know, a number of changes have occurred in our society that have changed the process of growing up.

We see this legislation having the intent of enabling the home, community, and the school, to enable our children and youth, to begin to relate skills to life, to enable both boys and girls to come in contact with workers in both traditional and nontraditional roles, and to use their career interests in developing skills in other areas; and certainly, to begin to recognize their own ability and interest and how these relate to the world of work.

We certainly would see the consequences of this legislation broadening the dreams that our children and youth would have about what they could become rather than being based on ignorance and limited experiences of their own peer group.

For society, we feel that this legislation offers the youth of tomorrow a vision of how they might be a part of the adult world and how they might continue to improve that world as a part of it.

We fully endorse the goal of H.R. 7, but there are a few changes in the implementation we would like to see considered.

First, we would like to see the legislation defined in broad statement what is expected in the way of student outcomes. It seems to us that the legislation ought to say that we expect our children and youth to identify with the concept of work; that they ought to have a better understanding themselves in relationship with the adult world; and, as a result of this, that they ought to know how what they are learning in school, and other subject matter areas, relates to the everyday problems of adulthood; and when they leave school, to have a goal and a plan to implement that.

In addition, we would hope the legislation might state how you expect the schools to be different, and as a result of this legislation, what changes in teaching methods, in curriculum, a relationship, between the school and community one might expect.

I guess the words awareness, exploration and decisionmaking don't really carry as precise a meaning as they ought to; therefore, one suggestion is we would urge that you consider defining, in rather broad terms, what you expect to happen as a consequence.

Second, the approach for implementing the goal of this bill, we would raise some questions about. It is said in the bill, to receive funds under the act, a State must employ a State coordinator and a staff who have prior experience in career education. Now, with this requirement, career education is going to become the responsibility of one or two persons in the Department of Education, rather than of all the Department of Education professional staff.

It seems to me that the goal that you state and the purpose is that for all educators and all students to be involved with preparation for work. For that to occur, you have to have an implementation strategy. That gets at employing a specialist in the Department of Education and a staff that becomes the responsibility of that specialist. No longer will the State elementary educational coordinator, the reading consultants, the special education coordinators, the school media specialists, the curriculum consultants for math social studies, physical education, and so forth, have a responsibility for career education.

It seems to me, rather than creating additional specialists, we ought to take the real goal that you state in the purpose and see if we can't figure out a way to get all the professionals in the Department of Education feeling a sense responsibility for career education.

Next, the bill makes it possible to employ a local career education coordinator and develop a special certification for them. One of my responsibilities in the State of Georgia is to administer teacher certification. The last thing we need is another specialist in education.

It seems to some of us that once you employ a local specialist to be responsible for career education, it no longer then is the responsibility of the principal, or the curriculum supervisor for mathematics, or the general curriculum person, to assume any responsibiltiy for career education.

I have been in educatoin now almost 18 years and I guess the one thing I have learned is the State supervisor of mathematics, social studies, health and physical education does not emphasize to those teachers they have a role in career education. They are not likely to see it as important. Therefore, in terms of an implementation strategy, there are two or three things I would suggest.

On page three, rather than requiring the State to employ a State coordinator, that the State be required to develop a plan for implementing career education through the professional staff they have, through the curriculum people, through the program people, and through your support people.

Second, that local system funds not be allowed to be used for additional staff but rather, use those funds to develop the capacity of the leadership personnel and staff already employed to implement career education.

Just to emphasize that point, the kind talked about in the legislation, once those dollars are removed at the end of 5 years, and the pressures you have on the local system for tax dollars, our experience with Federal projects has been that those staff disappear once Federal dollars are removed. We could very well end up at the end of 5 years having no one at the local level with expertise.

The third suggestion I would make is rather than requiring the State just to develop a policy on a career education, that the State describe how they are going to make the ideas of career education become a part of all the policies. I guess I discovered a few years ago, it doesn't make much difference to have a policy of career education when all the rest of the policies that the State board passes doesn't facilitate that at all.

Just using an example, our State has recently passed a new high school graduation policy. This high school graduation policy requires some performance standards for high school graduates in the area of career preparation and decisionmaking.

A second area in there is to allow the school to give credit for things learned outside the school which was previously not possible. One of the required courses had half a unit and a career planning and decisionmaking course had half a unit. That policy change will result, in my judgment, in substantial changes in the secondary school where they have had little impact in career education.

For example, we modified our certification policies for teachers. We eliminated the life certificate. We make it possible for a teacher to renew their life certificate through different ways.

One way that a teacher in Georgia can now renew their life certificate is to spend 100 hours during the summer in business and industry and then to identify what they have learned and incorporate that in their curriculum, then verify they have done this. Based on that, we will equate that to 10 quarter hours of college credits and will then renew that certificate.

That policy was a concept of career education. We built the certification policy. We are in the process of developing a different approach to certifying beginning teachers in our State.

We are in the process of adding a few things that a beginning teacher ought to know. One of the objectives they have to master is they must know how their subject matter relates to the world of work and the occupation relates to the world of work that grows out of the subject matter. There will be a special knowledge test they may well have to pass as a basis for getting their initial certification.

I could identify other examples. But it seems to me we are setting forth what the State ought to do. It is not important that the State just have a policy on career education. What is important is that the State look at all their policies—policies of preparation, policies of textbooks—to assure those policies reinforce the concept of career education.

The fourth point is that rather than telling States what staff must be involved, to allow the State department of education to organize their own approach and to coordinate their own staff to carry out this program.

We spent about 5 years—from the late 1960s to the early 1970s—trying to implement the concept of career education along the lines the act designates and then concluded in 1972 that we were making little progress because the only people the local system looked to in the State department of education were a couple of specialists.

We have 178 school systems. Since that time, we have directed our efforts to getting every professional person in the department involved in career education working with the local school system. We think the results have been superior.

The third change we would suggest is we view this legislation as capacity building, which is crucial as a short-range strategy if we are to implement a widespread approach, if we are to implement an approach to move and practice those things which have emerged in the last 10 years. However, in our judgment, if we are to achieve this involvement of all educators and all students in this concept of preparation for work, then ideas of career education must become an emphasis in all Federal legislation.

It is our judgment that legislation for the handicapped, ESEA, vocational education, and teacher centers for higher education should all have the statement of purpose built into it that you have in your statement of purpose in this bill.

It seems to me, by this action, the Congress would be communicating its serious intentions that the preparation for work truly is the responsibility of all educators.

Therefore, we would propose that at the same time you make the purposes of H.R. 7 part of all educational legislation and that in H.R. 7, the associate commissioner of career education be assigned the task of working with others in the Office of Education who are administering these other acts in order to assist them in the achievement of the purposes of H.R. 7 through their programs.

Basically, what the legislation attempts to do, as I interpret it, is to create an associate commissioner in the Office of Education who is also going to have a counterpart in the State department of education, who is going to have a counter part in the local system, who, then, is going to get all other educators involved.

In my experience in the past, that approach works for communications up and down the line, but it doesn't create a spread of communications. Somewhere, this associate commissioner needs to work with these others administering these other acts to make sure that there is a followthrough in their respective areas.

The fourth area—and this is not in the statement—that I would like to address is the act says, the Office of Education would develop a series of consensus student outcome statements. I guess I am wearing my State hat right now. I don't think Congress is setting forth the broad intent, but I don't want to receive from the Office of Education a list of objectives we are to teach.

We, in our State, have developed 20 objectives for career education at grades four; 20 objectives for grades eight; and about 30 objectives that a student ought to master upon leaving high school. We have proceeded to develop test instruments and have tested our students at these respective grade levels.

Mr. Chairman, I would like to enter this document for the record.

Chairman PERKINS. Without objection, it is so ordered.

[The documents referred to follow:]

GEORGIA 4TH GRADE CAREER DEVELOPMENT

OBJECTIVE	PERCENT OF STUDENTS ACHIEVING OBJECTIVE 0 10 20 30 40 50 60 70 80 90
Self-Awareness	
The student demonstrates an understanding that all individuals, including himself, have different and varying personal characteristics and abilities which distinguish them from one another, and that certain of these characteristics and abilities may change from time to time.	63%
The student recognizes that he can exercise some control over himself and his environment.	59%
The student recognizes that attitudes and values affect decisions, actions and life style.	50%
The student recognizes that respect is due to others for the contributions they make in their various roles and when their work is well done, regardless of its nature.	65%
The student recognizes that his or her behavior toward others affects their behavior toward him or her.	59%
The student can identify socially acceptable behaviors occurring in a group situation.	51%
The student recognizes that others depend on him or her in helping perform a task and can identify situations in which people depend on each other to perform certain tasks.	49%
The student recognizes how individual abilities aid in accomplishing different tasks.	61%

OBJECTIVE	PERCENT OF STUDENTS ACHIEVING OBJECTIVE
	0 10 20 30 40 50 60 70 80 90
Work and Occupations	
The student recognizes that all people perform some type of work.	---------------------------------------67%
The student recognizes certain personal characteristics that are related to job fields.	---------------------------------55%
The student recognizes that there are families (clusters) of jobs which relate to one another and that one's interests and abilities can relate to several different jobs as a result.	---------------------------------55%
The student recognizes that work roles may change during one's career or that a worker may have multiple roles at the same time.	------------------------------51%
The student distinguishes between work and leisure time activities.	-------------------------------53%
Education	
The student recognizes the value (personal) rewards) which comes from a task well done.	--------------------------------------65%
The student can identify the relevancy of school subject matter and other school experiences to community, home, leisure and occupations.	---------------------------------57%
The student recognizes that learning occurs in all types of life situations.	------------------------------------60%

OBJECTIVE	PERCENT OF STUDENTS ACHIEVING OBJECTIVE 0 10 20 30 40 50 60 70 80 90
Decision-Making	
The student recognizes that he makes decisions and that his life is influenced by decisions made by himself and by others.	---------------------------46%
The student recognizes that there can be alternative decision-making courses, with different consequences.	--------------------------------------63%
The student recognizes that tasks have a purpose and that steps are followed in completing a task.	------------------------------------61%
The student recognizes that "planning" leads to more effective performance than does chance or "trial-and-error" approach to a task.	------------------------------53%

GEORGIA 8TH GRADE CAREER DEVELOPMENT

OBJECTIVE	PERCENT OF STUDENTS ACHIEVING OBJECTIVE 0 10 20 30 40 50 60 70 80 90
Self-Awareness	
Given a particular situation the student can identify characteristics which may insure success or failure.	--66%
The student recognizes how the ability to get along with people affects getting into, keeping, and advancing in a job.	---67%
The student recognizes how personal characteristics may impede and/or facilitate work on the job.	---70%
The student recognizes how self-confidence influences personal aspirations.	--------------------------------------64%
The student recognizes that certain things about himself can be or will be changed and that such changes can affect his chances for participating in and successfully completing various educational and vocational activities.	---88%
The student will recognize that work is an integral part of a life style and that through career planning one can improve and/or change his life style.	------------------------------------61%
The student will demonstrate a knowledge of behaviors which are indicative of a sense of responsibility for one's own actions and decisions.	---------------------------------------65%
Education	
The student recognizes that career goals in many occupations are achieved only through experiences and/or additional training.	------------------------41%

OBJECTIVE	PERCENT OF STUDENTS ACHIEVING OBJECTIVE 0 10 20 30 40 50 60 70 80 90
The student recognizes that different occupations require different educational preparation, and that there may be alternative routes to the same occupation.	72%
The student recognizes the wider variety of educational and occupational opportunities available to those who complete high school and to those with advanced and/or specialized training, as compared to persons who do not complete high school or who lack skill training.	67%
The student will demonstrate knowledge or skills which are important in obtaining a job.	82%
The student recognizes that he is influenced in some manner by every school subject area he encounters, and he has some knowledge of the application of subject matter to his everyday life, including his work.	63%
Work and Occupations	
The student will be familiar with several major sources of vocational and educational information and be able to judge generally how accurate, reliable and helpful certain sources and pieces of information are.	51%
The student will recognize some of the ways in which the availability and/or desirability of specific educational and vocational opportunities are being influenced by social, economic and technological trends.	37%
The student will recognize that within an occupational area or group there are a wide variety of career choices.	36%

OBJECTIVE	PERCENT OF STUDENTS ACHIEVING OBJECTIVE
	0 10 20 30 40 50 60 70 80 90
Given several occupational fields (job families), the student will be able to identify some of the factors about the job fields which could influence career choice.	--------------------34%
The student will recognize how various experiences such as leisure time activities, volunteer work and part-time jobs can be useful in choosing educational and vocational goals.	--74%
Decision-Making	
The student recognizes the inter-dependency of immediate decisions and long-range goals.	------------------------------------62%
The student can recognize the influence of a group of friends on his personal decisions.	---------------------------------------67%
The student can identify important decisions and choice points that face people who pursue various educational and vocational choices.	-------------------------------54%

GEORGIA 12TH GRADE CAREER DEVELOPMENT

OBJECTIVE	PERCENT OF STUDENTS ACHIEVING OBJECTIVE 0 10 20 30 40 50 60 70 80 90
Has the skills necessary for further study or for entry directly into the world of work.	
Knows how to properly plan and follow a program of study.	------------------------41%
Values properly planning and following a systematic program of study.	----------------------------------60.6%
Knows how to obtain information and/or assistance when needed.	---76%
Evidences behaviors of an active seeker of new ideas.	-------------------------------58.3%
Use a variety of study methods until he finds one most practical and appropriate for him.	-------------------------------------67.5%
Knows the importance of an environment conducive to effective studying.	------------------------------57.7%
Has a marketable skill when he leaves high school, even though he may plan to go on for further education.	
Develops and applies the basic skills and behaviors required to perform one or more entry level jobs.	--81.4%
Develops fundamental skills and knowledge at the prevocational level.	---------------------------51.9%
Knows how and where to seek employment and is able to apply for a job and participate in a job interview.	
Fills out a standard job application form.	--------------------------------59.8%

OBJECTIVE	PERCENT OF STUDENTS ACHIEVING OBJECTIVE 0 10 20 30 40 50 60 70 80 90
Describes appropriate dress, grooming and manners for a job interview and explains their role in obtaining a job.	--87%
Identifies sources of information about jobs which are generally available and describes advantages and disadvantages of each.	---6.6%
Identifies sources of counseling and other individual assistance in getting a job and describes the advantages and disadvantages of each source.	--69.9%
Has the skills necessary for further study or for entry directly into the world of work.	
Formulates questions to ask prospective employers and interprets anticipated answers given him.	---71.5%
Explains the importance of personal references in obtaining a job.	---83.1%
Writes a letter applying for a job.	-----------------------------------58.3%
Prepares a personal data sheet or resume.	--67.4%
Identifies the information he must obtain from a prospective employer to help him make a decision about accepting a job.	--------------------------------------65.6%
Respects and cares for the property of his employer and fellow workers.	
Uses with care and promptly returns property which belong to others.	---76.9%
Shows concern for cost and care of supplies by using only those necessary to do the job and putting away materials after use.	----------------------------------55.7%

OBJECTIVE	PERCENT OF STUDENTS ACHIEVING OBJECTIVE 0 10 20 30 40 50 60 70 80 90
Is able to function as a follower, a co-worker, and a leader in work.	
Identifies the advantages, disadvantages and responsibilities associated with working independently, as a member of a team, or as a leader of a team.	---------------------------------------65.3%
Describes how relationships with fellow workers and employers may affect his career success.	--73.6%
Is able to adjust to changing jobs and job requirements	
Adjusts to varying assignments and to changes in methods and work situations.	----------------------41.9%
States reasons why it is often necessary or desirable for an individual to change from one job to another.	----------------------41.7%
Knows and understands workman's compensation, social security, retirement systems, employment insurance, and other employee benefits.	
Identifies the major fringe benefits available to workers, and can list some benefits and some costs of these to the worker.	--------------------------------------66.9%
Distinguishes the substance and purposes of laws concerning working conditions, minimum wages, workman's compensation and working hours.	----------------------43.2%
Identifies situations in which a person is eligible for social security benefits, pensions, or other insurance benefits, and chooses the particular benefit to which the person is entitled.	---------------30.9%

OBJECTIVE	PERCENT OF STUDENTS ACHIEVING OBJECTIVE 0 10 20 30 40 50 60 70 90
Understands that his skill in getting along with other people are more important to his success and "coping ability" than are his technical skills	
Describes how relationships with fellow workers and employers may affect his career success.	73.6%
Demonstrates the ability to work well with others.	58.3%
Follows through on commitments.	55.5%
Produces to the best of his ability in spite of disruption, malfunctions, noise or changing conditions.	[illegible].7%
Describes various attitudes which people have toward work and various kinds of satisfaction which individuals may derive from work.	14.4%
Preservers in the face of such setbacks as defeat, failure, and opposition.	70.4%
Checks accuracy, completeness, and quality of his own work and identifies the consequences of errors he makes.	75.2%
Compares the effects of negative and positive attitudes toward work.	83.2%
Understands the difference between moving up by hard work and ability and moving up by taking away from other people.	
Describes advantages and disadvantages in the exploitation of others for one's own advancement.	26.6%

OBJECTIVE	PERCENT OF STUDENTS ACHIEVING OBJECTIVE 0 10 20 30 40 50 60 70 80 90
Recognizes that college is not necessarily for everyone.	
Explains how a person may educate himself at home, in the community, and elsewhere outside of a school	9.1%
Gives examples of persons having little schooling who have had outstanding careers or accomplishments.	51.4%
Identifies careers which do not require a college education.	50.2%
Is informed about opportunities for college acceptance and financial aid to college students.	
Describes opportunities offered by higher educational institutions.	52%
Has set a tentative occupational or career goal and possesses an education training plan to achieve it.	
Selects a tentative career choice based upon exploration of a wide variety of occupations.	34.1%
Describes an education or training plan which will help him achieve his occupational or career goals.	78.6%
Explains his personal values and goals as these relate to career alternatives he sees for himself.	79.2%
Uses information about various occupation, his interests and test scores to determine choice of long range goals.	73.8%

OBJECTIVE	PERCENT OF STUDENTS ACHIEVING OBJECTIVE
	0 10 20 30 40 50 60 70 80 90
Uses information about various occupation, his interests and test scores to determine choice of long range goals.	73.8%
Identifies opportunities for vertical and lateral mobility within his career cluster.	49%
Understands that there are individual differences in capacity among persons, even though equal opportunities should be provided.	
Matches individual job seekers with job possibilities on the basis of interests, abilities, and job requirements.	74.9%
Evaluates the personal and social effects of discriminatory practices in hiring, firing, giving promotions, and other employment practices which may be directed toward members of "out," "minority," "lower class," or "unpopular" groups by "dominant" or "established" groups.	33.6%
Recognizes the usefulness in the real world of what he learns through formal education.	
Evaluates education in and out of school as it affects a person's life.	82.1%
Appreciates the value of nonprofessional jobs in every walk of life.	
Identifies the entry qualifications, typical work activities, and opportunities for advancement of a wide variety of careers.	58.7%
	68.7%

OBJECTIVE	PERCENT OF STUDENTS ACHIEVING OBJECTIVE 0 10 20 30 40 50 60 70 80 90
Identifies several different types of careers in which he might function effectively.	41.6%
Explains the contributions which people in a wide variety of occupations make to the well being of others.	82.8%
Identifies reasons why individuals may choose to work on nonprofessional jobs.	19.7%
Understands and values the functions, relationships, and responsibilities of labor and management in a free society.	
Describes personal, social and ethical responsibilities of employers to employees, and employees to employers.	87.4%
Supports ethical standards in business and industry.	56.9%
Indicates how labor unions, businesses, and professional organizations are organized, and how they operate; and recognizes the advantages and disadvantages of these organizations to employees, to employers, and to the general public.	47.9%
Identifies ethical and moral problems of business in relation to the public.	57.5%

Dr. Bottoms. The point I am simply making here is we think the States ought to be required to specify the objectives they will attempt to achieve with students rather than have the Office of Education doing this.

In regard to H.R. 7, vocational education, we do not wish to manage it. Rather, we desire only to be a part of a total education community and seeking to achieve the purposes of H.R. 7. Vocational educators should be willing to give their fullest support to involve all educators in the preparation of children and youth for work.

We think vocational education ought to take a leadership role in developing programs that emphasize this at all levels. They ought to share their knowledge—so can other teachers—in helping to achieve the intent in this legislation. We commit to you a 110 percent effort as vocational educators to help make the purposes of H.R. 7 a part of the total educational approach.

We think, as a consequence of this, that youth choosing vocational education in the future will do so based on an informed and considered choice. We think this is going to result in an increased demand for vocational education.

Career education should result in improved learning and in more student motivation.

Our goal is not to control or direct career education. We wish only to be equal with other educators in developing and implementing a total program that results in graduates who know who they are, where they are going, and how they are going to implement those plans.

I would simply remind the committee that AVA did, and continues, to support a broader definition of vocational education than that contained in the 1976 Vocational Educational Amendments.

As a Southern Baptist, I learned long ago that not all who join have chosen, and not all who have chosen are committed. Many fall by the wayside and others choose another denomination.

To limit the vocational instruction to only the job skill preparation, as has been done in the 1976 amendments, is to assume that all who choose vocational education have made a firm and irrevocable choice forever, which is contrary to the laws of human nature.

We believe that instruction designed to facilitate occupational choice, particularly for secondary students, must remain within the scope of the definition of vocational education instruction. It is impossible to separate discretionary instruction for preparation and instruction for decisionmaking.

In summary, we think that through the career education legislation, children will be able to develop who they might become as adults.

Certainly, this can restore to many children and youth a set of experiences for them that many have been denied in recent years. Those values of responsibility, of tact, of consideration, of honesty, of economic independence, can again regain their previous status of importance. This legislation can increase the ability of individuals—be they male or female, minority or majority, advantages or disadvantages—to manage and direct their own lives.

Mr. Chairman, I appreciate this opportunity to express these thoughts.

Chairman Perkins. Dr. Bottoms, first, let me congratulate you on your testimony.

In view of the fact that we have a couple of other witnesses here this morning, I will only put one question to you which I think is significant.

As I view career education, we are thinking about developing a better opportunity for the youngster to choose a livelihood, that is suitable to him or herself.

In other words, we give him a comprehensive, basic education to become acquainted with all types of work, from the early childhood on through high school, but primarily in the elementary grades.

How do you distinguish career education from the present Vocational Act we have on the statute books today? Tell us briefly whether or not you see any conflicts, and if there happen to be conflicts, how can we eradicate those conflicts? As president of the American Vocational Association, tell us the differences.

Dr. Bottoms. The concept of career education, as you stated in the act, is designed to have all educators involved in the preparation of all students for work.

That statement we understand and can accept. We do see, I think, career education as a very broad approach designed, as you said, to help children and youth to begin to identify very early with work, to come in contact with workers, to learn about, to identify with, to broaden their dreams about that opportunity.

We see the total education community being involved in this effort. We endorse that. The part of the act we have difficulty with is the approach to implementing that goal as contrary to the goal. We see the implementation designed to set up a series of specialists who, for the most part, are viewed as having no responsibilities.

We would rather see an implementation strategy that encourages the State to involve all educators in the strategy, at the State and local level. That becomes their responsibility and no one else's.

The basic disagreement is not with the intent of the act. I do not see a basic disagreement in terms of the Vocational Education Act. It accepts as its primary mission the job preparation. But in my own judgment, when you enroll a secondary student in the 10th grade in a vocational course, you are still having to deal with some of those students in terms of occupation decisions.

Most of us around this table are not in the occupations we decided upon in the 10th grade. To say that vocational instruction can only be job preparation, when, in fact, you are continuing to facilitate decisionmaking at a lifelong level.

I guess I am trying to make the point that we think vocational education has a role to continue the decisionmaking role for the students they serve in job preparation.

Chairman Perkins. Thank you.

Mr. Buchanan?

Mr. Buchanan. Thank you, Mr. Chairman.

You have impressive credentials. You are a Southern Baptist from Georgia. [Laughter.]

Dr. Bottoms. It depends on which administration, I understand.

Mr. Heftel. You are a recent convert.

Mr. **Buchanan.** I think you have given us some very good counsel. Mr. Chairman, I think we might do well to take a look at the Georgia system's approach to this bill and recommend a revision on the basis of that experience.

Mr. Chairman, I won't ask questions, either, except to ask if you can't make career education a primary goal of all education, the emphasis of preparing young persons for life careers. The range of careers would be somewhat broader than the more specific area of vocational education, would you agree?

Dr. **Bottoms.** In terms of the mission of vocational education, in terms of the limitations of the job areas in which they prepare you, but I would also remind you, Congressman, that a recent Governor of North Carolina was a graduate of 4 years of vocational agriculture I believe our President was a graduate of 3 years of agriculture at Plains High School. It is hard to determine where one is going to go as a consequence of vocational education, sometimes.

Mr. **Buchanan.** Absolutely. I know that is true. Also, a great number of young people, with whom we are dealing in the schools, will fall in the provinces of vocational education.

Dr. **Bottoms.** That is right, true.

Mr. **Buchanan.** I think, if I wanted to become a truly educated person, one of the things I would seek to do is to develop some kind of skill, even if I did follow some other vocation or profession.

Chairman **Perkins.** Mr. Blouin?

Mr. **Blouin.** I have no questions at this point, Mr. Chairman. I am sorry I came in late. I have read the statement. It is very good. I hope we can accept some of the suggestions, in concept.

Chairman **Perkins.** Mr. Le Fante.

Mr. **Le Fante.** Thank you, Mr. Chairman.

I am sorry I am late. I would like to apologize.

I was wondering, Dr. Bottoms, in my quick review of your statement—I was wondering why you don't make specific reference to comprehensive planning. Although you do question what effect planning will have on the local, State, and national level, there is no specific reference to comprehensive planning. One of the reasons I would like to hear you address yourself to that is the emphasis that has been put on home rule before this committee.

The home-rule concept has been very strong regarding comprehensive planning. There have also been witnesses who have appeared before this committee who have not been too kind in comparing career education to vocational education. I guess you must have heard some of that talk.

The committee has been told, from some professionals presenting expert testimony, that if we do in fact plan for career education to follow the lines of vocational education, we are going to find ourselves in trouble.

At about that point, discussion about comprehensive planning came up during the hearings. I wonder if you could address yourself to that.

Dr. **Bottoms.** I did, on page 3, state that rather than suggesting the States, themselves, employ a State coordinator, that the States be required to develop a plan for implementing career education through their different curriculum area, program areas, and the support areas. In that statement, I am talking here about that planning. We address, how will your school media, your textbooks, your television, your transportation, your guidance, your elementary, your special education, your social studies, your math, your science, your physical eductaion, how, through those curriculum areas——

Mr. **Le Fante.** What page?

Dr. **Bottoms.** It should be on page 3.

I would endorse the notion of comprehensive planning at State and local levels.

Mr. **Le Fante.** It is well and good. There is much talk, particularly these days during discussion of labor-management relations, or national health insurance, or any other crucial matters that face the Nation today, about freedom of choice. It is a given right, a constitutionally and God-given right in America that we enjoy as part of the democratic process.

If we are going to set up a plan for teaching schedules where our children can enjoy freedom of choice after we have prepared the way for them, I agree with what you said in your testimony that the rules of society will permit children not only to imitate and follow, but accept the guidance of the adult world.

But in many cases, the adult world is not qualified to lead or to guide, and that has been brought out, particularly in discussing vocational education.

I am a product of the vocational education system, and I am proud of it. It has been pointed out to this committee that the vocational educational system in this country is in trouble.

The point I am trying to get at is if we are going to design, or tailor, a career educational program along the lines of vocational education programs, are we going to be in trouble with the career educational plan as well?

Dr. **Bottoms.** Let me address the first point. I don't know what evidence or facts you speak of that vocational education is in trouble. I didn't come here to defend vocational education, but I would certainly say in my own State, which I am most familiar with, that we have made some great advancements in the last 15 or 20 years in the vocational program, and in what is happening to youth and adults through the program.

The economic development in our own State, I think, reflects that effort and the growth of the per capita income and the gain in the incomes that the South has made is, in large part, due to the growth of vocational education.

I think, sometimes, as you look at the South, one might want to look at the decisions a group of leaders made across the South in the midfifties to construct and build across the South, with Federal assistance, both secondary and postsecondary, vocational, and technical facilities.

I find those facilities work hand-in-hand in every community across the South with our industrial development bringing in new industry, preparing the workers for those industries, and we have seen, as this has occurred, the growth of the per capita income of persons in our State as a consequence.

I think there is a real story here, that is untold, of vocational education contributing significantly to the economic developments of the region.

We have a person with vocational education who makes contact with every new industry considering moving into our State and we will prepare their skilled workers for them. We now have a cadre of skilled workers for them which we did not have in the sixties.

Mr. Le Fante. That is a State program?

Dr. Bottoms. Yes, it is a State program.

Mr. Le Fante. That is the point I am getting at. The State program is developed under the home rule concept. This is the type of thinking we should build into our legislation.

Dr. Bottoms. I would encourage you to build in the concept of State planning, but do not dictate organizational structure as the Department of Education has. Allow them to tell you how. You will set forth the broad missions you want the legislation to achieve and we will give you a plan of achieving that by the best methods.

It needs to involve all educators. I think it is great that we get all educators involved in helping relate education to work, to open up those avenues for children and youth.

Mr. Le Fante. Your referecne to all educators is very broad.

Dr. Bottoms. It is.

Mr. Le Fante. It has been said that the American educational system, to some degree, has been suffering, or at least lacking, with regard to the quality of the educator. Do you find that to be a problem?

Dr. Bottoms. I do not find that to be a problem. There are many answers. I guess one answer is the declining college board scores. I don't have an adequate answer to that question. I can only speak for my area of the country.

We do have a statewide testing program in the basic skills. We have seen a small, but continued, improvement since the early 1970's in the basic skills achievement of the children and youth in our State.

In fact, in the assessment program that was conducted in 1972 and again in 1976, on 9 year olds, Southern blacks made the greatest gain in reading and Southern whites made the next greatest gain. We are very pleased in this part of the South with the progress we are making in education.

One of the problems, I think we have, in trying to blame the college board scores, I was a farm boy and I remember when you have a barrel of apples and when you only pick 25 of the best ones out of the barrel, you have a superior product. When you go and take 25 more out of the barrel, they won't be as good as those first 25.

One of the reasons we have a declining college board score is we now take students into college in the higher education, and, 15 years ago, we would not have considered those students. I have nothing against that, but we are comparing two different sets of students.

In my own State, we test 55 students out of every 100. For example, the college board exam average in the Nation is only 35 out of 600. By virtue of that, we are going to look lower because we test 55 out of 100. I think there are a lot of things in the college board scores that have not been explained, in our judgment. I cannot accept the argument that education has declined.

Mr. LE FANTE. That is exactly the point I am trying to make. If we do have these declining board scores, and eventually those who have the declining marks become educators, those educators become involved in the decisionmaking process in guidance, leadership, and oversight of students. So then, we do have a problem with the quality of the educated that involved the formulating and planning procedures.

The point I am trying to get at is this: Why wait until the problem is so aggravated, or the cancer is so obvious before we treat it? Why can't we get it solved before it becomes an epidemic? I think you and I are saying the same things, sir.

Dr. BOTTOMS. There may be two different premises, I am not sure.

Mr. LE FANTE. Thank you. I appreciate your patience.

Chairman PERKINS. Mr. Heftel?

Mr. HEFTEL. I couldn't help but think that 40 years ago, I had a pretty firm idea of what I wanted to do in my life, and I do think it took me 40 years to do it.

I think your analysis in the presentation is probably the best one I have ever heard from an educator observing the educational system and in analyzing a proposed Federal program in terms of its weaknesses and the needs in education.

What is your position with the Georgia State Department of Education?

Dr. BOTTOMS. I am director of a division that is called division of program and staff development. I report both to an associate superintendent for instruction and one for vocational education. My job is to upgrade the skills of all practicing educators.

My job includes teacher preparation of educators, it includes certification, research and development, student assessment and approaches, and moving proven practices into operation.

Mr. HEFTEL. Your position suits well your abilities.

Dr. BOTTOMS. One is setting trends to enhance one's thinking, I have discovered over the years.

Mr. HEFTEL. My primary concern is going back to another form of the same thing you referred to when you said that the college board scores are going down because a larger percentage of the student bodies are taking the college boards, which will automatically reduce the average.

We are also sending more young people to school in Hawaii, which, incidentally, stay in school, for instance, until they are 18 years of age.

Of necessity, the number of people in our school system who would normally be there for whom the system is suited decreases because constantly, we have a large percentage of the student body who would, 150 years ago, not have been in the classroom. What do you estimate to be the percentage of students who do not in fact—this is perhaps across the country rather than using Georgia—who are not comfortable within the system as it is normally structured, starting with high school. You get those with no motivation for coming to school in the morning and aren't sure why they were there when they left.

Dr. **Bottoms**. Congressman, that is a difficult question.

Mr. **Heftel**. It is a critical one, I think.

Dr. **Bottoms**. It is a critical one, I think, also. We do have a number of students in our secondary schools who do not feel that that system is appropriate.

Let me see if I can tell you a few reasons why I think they do not. Again, these points of view I would not want to say are representing AVA. They are my personal points of view. They might not want to accept all of these.

First: Our approach in dealing with the education, particularly of this group of students we sometimes have called the disadvantaged, however much that percentage might be, plus some others, has been one of attempting to slow the pace, or water down the curriculum that we have. It is the same English except we water it down a little bit and spread it out and expect less.

My experience with these students growing up in north Georgia, where I served in education for a period of time, these students do not need a watered down curriculum. They need a tough curriculum. They do not need lower standards, they need tougher standards.

They need a different curriculum and they need a teacher who cares enough about them to not allow them to sit in the classroom and do nothing.

We need a kind of teacher that will, rather than concern themselves with what the textbook says ought to be taught, will teach these students how to read the newspaper, to read things they must be able to read as an adult. That is one of the elements.

Second, sometimes when you employ a specialist in schools—we must have them—a lot of other folks don't see that is part of their role. A lot of young——

Chairman **Perkins**. Let me interrupt you for just a moment. Mr. Blouin, if you are going to be here awhile, can you take the chair?

Mr. **Blouin**. Yes, sir.

Chairman **Perkins**. Dr. Bottoms, give Jack Nix my best wishes when you get back to your State.

Dr. **Bottoms**. Yes, sir. I sure will.

Mr. **Blouin** [presiding]. Go ahead, Dr. Bottoms.

Dr. **Bottoms**. The second thing, many of those youths do not find in the secondary school, in my judgment, a teacher who really knows them and knows their family.

I think in the career education legislation and vocational legislation, what many youths need more in the secondary school is an approach to instruction like—I will use the example of the Southern agriculture teacher who took the boy in the ninth grade, visited the the family, stayed with the youngster through high school and made a productive person out of him. Many poor, rural boys might not otherwise have finished high school were it not for this.

There needs to be a person a youth can identify with, who can get to know their family, who visits this family. As we have specialized the high school, it is not unusual to find a youth who nobody really knows in that school. If you have been in a situation where nobody knows you and nobody really knows about you to expect anything, that is a defeating kind of situation. We have to come back to relook at that.

Third, many of our high schools only have either the college preparatory curriculum or the watered down version of that. We still lack available, through the country in many locations, comprehensive high schools or an area vocational high school, either one, accessible so that youths can acquire job training, job skills, in which math, science and social science are related to that world.

We have built over 100 comprehensive high schools in our State in the last 12 years—most of them are State-funded for construction, but we still have about 150 high schools where the vocational offering is limited to two or three subjects; or those youths, through high school, do not have access to a comprehensive range. One of the things we think will happen as they are creating those alternatives for youth, we are going to be disappointed when they get to the secondary school and they do not have this breadth of alternatives.

Mr. HEFTEL. To my colleague, Mr. Le Fante, you have described the virtues of quality teaching, and then he goes on with the question, do we have a system to produce that quality. I won't ask for your answer.

Dr. BOTTOMS. I would like to give you an answer.

Mr. HEFTEL. All right.

Dr. BOTTOMS. In accepting this position with Dr. Nix the State superintendent in 1972, he said, "We want to change the way we certify beginning teachers in our State." He asked me how long it would take. I said it would take 5 years. I didn't know it was going to take 3 years to decide on an approach. It is going to take about 7, but we are well on our way, I believe, to implementing in September of 1978 a different approach which will apply to vocational teachers, too.

That is, they must prove, number one, they know what they are supposed to teach. In addition, we have gotten a professional in our State to identify some 20 teachers conferences. They are given 25 or 30 students in a classroom and a teacher will have to demonstrate his accomplishments for different levels. One of those encompasses the ability to be task-oriented, to get every student in every instruction task-oriented, that you care about every student. We are well on the way to implementing the procedure. I think we can do a better job identifying standards that one has to meet to be a professional.

Mr. HEFTEL. I don't want to prolong the questioning. The issue, I think, we are dealing with is probably the critical issue of whether or not we are going to do something about a failing education system in America. I use the word failing because it is probably that 30 to 40 percent of the total student bodies across the country aren't sure why school is being attended and leaves with little sense of accomplishment, acquisition of knowledge, or purpose in life as a result of that educational experience.

Do you have any recommendations of how you think the Congress can inspire the leadership for the school districts of America and the educational institutions that turn out teachers to change the educational system so that it has relevance to something all of the students in terms of meaningful career programs, alternate systems of education, work-study programs, whatever it is that competent staff and principals within a school conclude will satisfy the needs of most of those students, instead of the present system which pretends it has vocational education.

Ninety-nine out of one hundred cases in Hawaii—I don't know about elsewhere, and I don't think it is true in Georgia—would be better off without the vocational programs and claims it has, because it is so limited and inadequate, as you described.

But where do we start in redoing the system? That is the tough one. If we don't face that question, we get nowhere.

Dr. **Bottoms**. I would like to have the opportunity to respond to the question with some thought. My response off the top of my head, at this moment, might not be very sound. But I basically believe that the education system can be put in a state of continuous improvement. My basic thought along that line is this: As I look at the free enterprise system, when you continue to go in the red, and the guy next door is in the black, you make adjustments. In the public sector, you don't have that kind of——

Mr. **Heftel**. You don't have a bottom line.

Dr. **Bottoms** [continuing]. Bottom line. On the other hand, policymaking agencies have set national, State and local policies and can, in fact, create, through policy, the external stimulus that causes local school systems and State school systems to continue to reexamine what they are trying to accomplish and to what extent they have accomplished that. So, there is, in a State, of continuously looking at that.

We don't know much how to do that. We could talk about approaches. In my own State, we have involved several thousand educators in the last 4 or 5 years to identify at grades four, grades nine and grades 12 some basic objectives in reading, in math, and career development that we ought to expect all students to have achieved unless he would have certain learning disabilities.

The State then conducts an assessment of every student in the fourth, eighth and 12th grades, and provides that information back to the local system, which is available to the public.

Now that, in a sense, has given the public some information. We have seen schools come back and relook at their objectives. We have had some curriculum revised. We have had some improvement, I believe, in the high school graduation policy I referred to.

I have basically desired for the local system to change in the community where I grew up. It is important for the people in that community and the local educators to get together. We, in the State, ought to virtually look at policies and do things that cause the citizens of that community and the educators to come together and look at what is happening and revise and plan.

That, as simply as I can state, is my approach to improving education.

Mr. **Heftel**. One final question. H.R. 7 proposes starting with $25 million, going to $100 million, and at the end of the 5 years, going back to the $25 million and then going out of existence, perhaps. Do you think that instead, an incentive program should be established for the Congress, for school districts or States, where when they qualify, matching funds are made available on a continuing basis within the regular operation of those school systems?

Dr. Bottoms. I would have to give some thought about the incentive funds, and about how that could be administered, to respond to that.

That may offer some possibilities. But I guess the idea I want to leave this morning is there is a need, as I view the current H.R. 7, its capacity building is to gear up, to develop the capacity of local teachers and to implement these changes.

But I believe your long-range impact on getting the concept of career education, those ideas, incorporated in American education will not come completely from H.R. 7, but as a result of going back and amending the Handicapped Act and making that an emphasis; amending the Elementary and Secondary Act, making that amendment there; and making your goals a preparation for work to be filtered in all legislation.

Then, you are truly saying that this is to be integrated into becoming a part of the system. We propose that this become filtered through the legislation. That is the way I read your purpose. I would have to give an awful lot of thought to the notion of incentives and how that might be developed.

We have considered that a lot in my own State. We have never quite been able to figure out an approach to do that.

Mr. Heftel. Thank you very much, Mr. Chairman.

Mr. Blouin. Mr. Parsell.

Mr. Pursell. Thank you, Mr. Chairman.

The problem we have in the Michigan urban areas is different from your State. I think we are talking about the development of both regional centers and support areas where there are comprehensive high schools or programs that are encouraging the students, through programing, to take part-time VOTEC programs in their later high school years, the 12th year, in these regional centers. Dr. Bottoms, I am not sure what you are getting at in VOTEC centers.

Dr. Bottoms. Basically, we made a decision in our State about 12 years ago, that in high schools where there are 800 or more students, 800 to 1,000 students, they would suggest a local system rather than creating a center to bus to. We would create a comprehensive vocational offering right there. A minimum of six to eight labs plus the training and work area. We do have some areas in our State that are sparsely populated in which there are not enough students in a given school to develop a comprehensive program.

We do have a few of the area-type centers where we do transport them over for a half day. Do you have a problem with that in Michigan?

Mr. Pursell. Sort of. They go for a half-day program.

Dr. Bottoms. Yes.

Mr. Pursell. Is that mandatory?

Dr. Bottoms. It is mandatory for a half day.

Mr. Pursell. Do grade students take that program?

Dr. Bottoms. Just those who make the choice.

Mr. Pursell. What percentage of the class would that be? Would you say 30 percent.

Dr. Bottoms. I haven't seen the figures recently, but I believe, Congressman, close to 30 percent of the high school students in our State take a minimum of 2 years of vocational education. That would amount to about four or five units.

Mr. Pursell. About half your student body?

Dr. Bottoms. It has gone up about 18 percent over the last 10 years.

Mr. Pursell. So, you see that there is direct encouragement of going in and learning a skill, even though they may go on to college, while still taking part of the curriculum in VOTEC centers——

Dr. Bottoms. I have yet to find a study that says there is a relationship between what you take in high school and how well you do in college. It is how well you do in whatever you take in high school.

I have a brother who finishes high school this year and is a merit scholar. He has taken 2 years in the construction trade field. He tells me he has been able to acquire more math and science in that curriculum and has been able to retain it and put it into practice than just out of the academic area.

He may or may not go on to college. I am not sure at this point in time. He may go to a trade school and get into the building trade in some area, in the contracting phase or the engineering phase.

But the point is, he has found an identity and occupation there in which he is interested. He may start to college but he may never finish. So, he may fall back on those skills. I don't think that is bad. He is keeping his options open by having a skill when he left high school.

Mr. Pursell. He retains some degree of upward mobility because he has a basic skill. He has some basic degree of security that he could always fall back on.

Thank you, Mr. Chairman. That is all I have.

Mr. Blouin. Mr. Pressler?

Mr. Pressler. Thank you, Mr. Chairman.

I do have one question. I arrived late and I apologize. In my State of South Dakota, there is a problem with career education on the vocational side. The students are not exposed to a collegiate atmosphere and have no chance to study the humanities or liberal arts.

Would it be beneficial if we, in this committee, would encourage States to have vocational education and humanities on the same campus?

Dr. Bottoms. I feel that, basically, you have to maintain a variety of approaches to postsecondary vocational education. We have youth in my State who do not want any more humanities in the postsecondary level. But they may at age 40.

I find myself now trying to pick up some of the great books and read them. I am interested in them now. I wasn't at 20. A variety of approaches allow the youth to decide which best meets their needs.

Mr. Pressler. Do you think the youth should decide this? Who should make these decisions? This committee should give more direction. In some of the career education suggestions that were given, the people suggest two tracks. What I am concerned about is that one of those tracks leaves out the ability to be effective in school boards and politics, and so forth, because in it you are writing off the student's ability to express himself, which he would pick up in a collegiate atmosphere.

Maybe what I am talking here is too much philosophy and is too hard to apply practically.

Dr. BOTTOMS. In terms of the postsecondary level, we still have many students pursuing postsecondary education. We have the first children in the family to complete high school and many of them are looking for the skills that could help to move them into employment.

I am not sure that these youth have had 12 years—many of them—of the general education approach. We have also vocational programs in the community colleges. We have worked out agreements—and this has increasingly occurred across the country—that the notion that one kind of education is superior to another one, and I think this is receiving some de-emphasis; that what is more important, we have learned, is we have institutions now who will give students 2 years of college credits for 2 years work in a postsecondary technical school.

I predict this will be a continuous trend. Further study will not be closed to many of those students who wish to pursue truly job skill preparation in institutions where that is the total focus. If they elect to go on for further education, I think they will be able to obtain credits for that. I don't think this system is closed.

Mr. BLOUIN. Thank you for your testimony. You have been an excellent witness. We very much appreciate your input.

If there is no objection, the next two witnesses are going to be taken in the form of a panel. Dr. Bernice Sandler, chair of the National Advisory Council on Women's Education programs, and Ms. Margaret Dunkle, chairman of the National Coalition for Women and Girls in Education.

I understand there are some time constraints with Dr. Sandler and some of the members of her group. So, Dr. Sandler, you may proceed, then Ms. Dunkle.

A PANEL CONSISTING OF DR. BERNICE SANDLER, CHAIR, NATIONAL ADVISORY COUNCIL ON WOMEN'S EDUCATIONAL PROGRAMS, ACCOMPANIED BY JOY R. SIMONSON, EXECUTIVE DIRECTOR; MARGARET DUNKLE, CHAIRMAN, NATIONAL COALITION FOR WOMEN AND GIRLS IN EDUCATION, ACCOMPANIED BY JANET WELLS, THE LAWYER'S COMMITTEE FOR CIVIL RIGHTS UNDER LAW

Mr. BLOUIN. Feel free to summarize, if you wish. The full statement, with any attachments, will be inserted in the record at this point.

[The statement and attachments of Dr. Bernice Sandler follows:]

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Testimony on H.R. 7 By

The National Advisory Council on Women's Educational Programs

Before The

House Subcommittee on Elementary, Secondary and Vocational Education
March 1, 1977

I am Bernice Sandler[1], the Chair of the National Advisory Council on Women's Educational Programs. I also served on the Advisory Committee on the Economic Role of Women to the President's Council of Economic Advisors. In 1970 I had the privilege of working on the staff of Rep. Edith Green's Special Subcommittee on Education and helped prepare the two volume set of hearings on discrimination against women that led to the passage of Title IX, which prohibits sex discrimination in Federally assisted educational programs. I have testified five times previously before various subcommittees of the House Labor and Education Committee, on matters relating to sex discrimination in education and before other Congressional committees as well.

The Council, consisting of 20 individuals (17 of whom are appointed by the President) was authorized by Congress in the Women's Educational Equity Act of 1974. The Council's broad statutory mandate includes making reports to Congress and the President on educational equity for women as well as advising the Assistant Secretary for Education and the Commissioner on Education.

Career Education has been a long-standing interest of the Council. Currently, the Council is examining the Office of Career Education and its impact on women as part of a systematic review of all Office of Education programs.

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[1] Currently Executive Associate and Director, Project on the Status and Education of Women, Association of American Colleges, Washington, DC 20009.

Bernice Sandler, Silver Spring, MD, chair
Mary Beth Peters, Pittsburgh, PA, vice-chair

Joy R. Simonson, executive director
Rosemary G. Mylecraine, deputy director

Mary Allen, Valley Center, KS
Ernest Boyer, Albany, NY
Katherine Burgum, Fargo, ND
Anne Campbell, Lincoln, NB
Joanne Carlson, Eugene, OR

Marjorie Bell Chambers, Denver, CO
Agnes I. Chan, San Francisco, CA
Agnes M. Dill, Isleta, NM
Elizabeth Z. Fryer, Brentwood, TN
Jon Fuller, Ann Arbor, MI

Thera C. Johnson, Ogden, UT
Sister Joyce Rowland, Winona, MN
Marguerite Seiden, Washington, D.C.
Theresa Aragon de Shepro, Seattle, WA
Gerald E. Weaver, Columbus, MS

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The Council has also been active in offering suggestions and resources to the Office of Career Education regarding the problem of sex stereotyping, and urged officials to address this issue extensively at the Commissioner's Conference on Career Education held last November. Also, Council representatives have participated in a mini-conference on sex stereotyping, training sessions for project directors, and have attended several meetings of the National Advisory Council on Career Education.

The Council Endorses the Concept of Career Education

The Council believes that every child, regardless of sex, race, religion, ethnic origin, handicap, or socio-economic background, should be provided with the widest variety of career education options which are designed to prepare her or him for maximum employment and participation in our society according to ability. We recognize the potential of career education for facilitating the frequently difficult transition from school to the world of work, and specifically, for overcoming the traditional socialization and tracking of women and girls into an unduly narrow range of occupations, and for reducing the stereotyping of certain career options for men and boys.

One of the reasons students frequently make poor educational and occupational decisions is because they are socialized early into self-concepts, aspirations, and career alternatives unduly limited by sex. For example, in elementary school, approximately 66% of all girls limit their career aspirations to teacher or nurse, while boys select up to three times as many different occupations. One study of high school girls found that over ½ selected only three out of 25 possible occupational categories.[2]

Too often girls and young women make unwise educational and occupational decisions because they lack accurate information about the rapidly changing work patterns of women, the soaring divorce rate, the number of years the average woman can expect to be employed, and the economic hazards of lacking job skills. A startling example of students' misinformation was found in a survey of 11,000 eleventh graders.[3] Nearly half believed that women never work after getting married! In fact, more than half of married women are in the labor force and more than half of all mothers of school age children work. Indeed, nine out of ten of today's young girls will work 25 years of more, even if they marry, even if they are mothers, even if they take time off to rear those children.

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[2] Studies cited in "FY 1977 Program Plan" by the Education and Work Task Force, NIE, May, 1975.

One of the most important career decisions young people make is what they will study during high school. For both those students who will end their formal schooling with a high school diploma and for those who will continue their education, their choices are critical in facilitating or constraining later options. Many of the better paying, higher status, and available jobs require competency in math, science, and technology -- jobs such as electrician, accounting, drafting, pollution control engineering -- jobs which pay much more than clerical and service occupations. Yet most girls in vocational training courses do not enroll in technical courses -- only 8% do. Instead they cluster in office occupations and home economics. A study of entering students at the University of California at Berkeley showed that while 57% of the men had taken four years of high school math, only 8% of the women had done so. Any of those women who later decide on a career requiring a math background will be handicapped. Several studies show that girls are not encouraged to take mathematics courses, despite the fact that they do as well as boys in the early grades. (See attached report: Mathematics and Sex, John Ernest, University of California, Santa Barbara, 1976.)

The economic consequences for American women resulting from their socialization and from discriminatory practices in schools are sobering. The

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[3] Ibid.

Bureau of Labor Statistics provides the following facts. Despite their dramatically increasing numbers in the labor market during the past 20 years, the median income of a working woman as a percentage of that of a working man has decreased in recent years -- from 64% in 1955 to 57% in 1975. The average woman college graduate who worked full time earned less in 1975 than the average male high school dropout. Since two-thirds of working women are single, divorced, widowed, or married to men earning less than $7,000 a year, their earnings are providing basic economic support for themselves and their children. For many women, a paid job makes the difference between being able to "scrape along" and being in poverty and/or on welfare.

The 1973 Economic Report of the President noted that the extent of occupational segregation by sex is extensive and that the distribution of women in so called "female" occupations has remained almost constant for the last 20 years. The report concludes that discrimination -- both direct and that based on cultural distinctions -- continues. There is growing evidence that a substantial part of the continuing economic inequality of women is attributable to limited occupational choices, aspirations, and poor scholastic preparation.[4] Economists Isabell Sawhill and Heather Ross have written:

> "Existing research on the labor market handicaps and discrimination with which women workers must contend strongly suggests that it is the kinds of jobs at which women work that are the major cause of their relatively low income. Occupations in which women traditionally work pay much lower wages than occupations in which men traditionally work, even after taking into account educational requirements, experience, and other factors. An analysis of census data shows that women high school graduates between the ages of 25 and 34 are able to earn enough working full-time to keep a family of three children out of

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[4] Ibid.

poverty in 80 percent of all 'traditionally male occupations' but in only 46 percent of all 'traditionally female occupations.' Since most women work in these traditionally female occupations, it is not surprising that so many female-headed families are poor. Thus, new policies are needed to insure that women are welcome in traditionally male jobs and that encourage younger women to enter these occupations. Bus drivers earn more than bank tellers, and auto workers do better than elementary school teachers, but women have too often chosen -- or been forced to accept -- the less well-paid alternative.

Perhaps equally important is the need to change women's own attitudes. Women at all economic levels continue to marry and have children on the assumption that someone else will provide for the children. About one-third of these women face the prospect of divorce at some point in their lives. If more young women were made aware of this risk, they might make a different set of decisions about their own education, work experience, marriage, and child bearing. They might postpone marriage, as many young women are currently doing, and make a wiser choice of husband. They might also become more aggressive about insisting on their fair share of the better-paid jobs, which they have been led to believe they are not qualified for or are not welcome to enter."[5]

Career education can and should help girls to change their self-limiting attitudes if we are to avoid socializing the next generation into choosing the same low paying jobs. Failure to counteract occupational sex role stereotypes means denial of equal educational opportunity for our sisters and daughters.

This Committee has previously recognized the problem of sex bias in federally-assisted vocational education programs and approved strong provisions to remedy the problem in the Education Amendments of 1976. The same action needs to be taken with this career education bill. Career education will affect not only students who end up in vocational education programs but also students enrolled in general or college preparatory programs -- some 76% of all secondary students according to a Chamber of Commerce report.[6] Career education free of sex bias is a prerequisite to fulfillment of Congressional intent expressed in the Education Amendments of 1976 that women have equal access to vocational education.

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[5] Heather Ross and Isabell Sawhill, Time of Transition - The Growth of Families Headed by Women, Urban Institute, Washington, DC, 1975, page 173.

Proposed Amendments

The National Advisory Council on Women's Educational Programs has developed a series of recommendations which would insure that career education is fair to girls and women and help to prepare them adequately for their rightful place in the world of work. These amendments are largely patterned after the language contained in the vocational amendments enacted as part of the Education Amendments of 1976.

I. Proposed Amendments To Make Elimination Of Sex Bias A Major Purpose of H.R. 7

(A full summary of the Council's recommendations is appended to this testimony.)

First, the Council recommends the following four amendments which would make elimination of sex bias in career education a purpose of the bill, of statements of policy by States, and a component of state plans.

(2) - On page 2 of the bill, add the following at the end of existing text: "...and to overcome sex stereotyping and discrimination in all occupations (including homemaking) and thereby furnish equal educational opportunities in career education to both sexes."

5(2) - On page 5 of the bill, insert the following after the words "career education": "which is not sex-stereotyped."

6(1) - On page 6 of the bill, insert after the words "career education" in line 21 the words: "which is not sex-stereotyped..."

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[6] Chamber of Commerce of the United States, Career Education: What It Is and Why We Need It, 1975, Page 6.

6(3) - On page 7 of the bill, add the following new subsection to ensure that states develop procedures to eliminate sex bias in all of their career education programs: "set forth procedures which the State will follow to assure equal access to all career education programs by both boys and girls, including:

1. description of such procedures,
2. activities to be taken to overcome sex discrimination and sex stereotyping in all State and local career education programs, including:
   a. encouragement of awareness by both girls and boys of non-traditional occupations and
   b. development of programs to reduce sex stereotyping in career education and occupations.

II. Curriculum Materials for Career Education

A. Sex Bias Is The Norm

Recent studies have repeatedly shown that in areas other than career education a large percentage of textbooks and other materials used in elementary and secondary schools are clearly sex biased; that is, stereotypes about each sex are rampant. Since career education adherents espouse the goal of providing every child with a full range of career options, it is particularly disturbing that recent studies reveal that sex bias also permeates the majority of career education instructional materials.

Women on Words and Images, under contract with NIE, conducted an analysis of more than 80 randomly selected, commercial career education materials for K-12.[7] The elementary school level materials designed for "career awareness" treat a great many different occupations at a very simple level, while the secondary materials are designed for "career exploration" -- i.e., focus more on specific occupations. The analysis examined the sheer numbers of male/female illustrations as well as written content, the language used to indicate gender, and the sex of narrators in audio materials. The study found that at both the elementary and secondary level men were shown in many more occupations than women. A few examples cited in the study give the flavor:

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[7] Women on Words and Images, Help Wanted -- Sexism in Career Education Materials, EPIE Institute, 1975.

Elementary School Examples:

- One set of filmstrips presents males in 86 different occupations, ranging from doctor to athlete; females are shown in only 18 different occupations, ranging from nurse to secretary. Thus, an almost five-to-one ratio of male-to-female occupations prevails. Neither men nor women are shown in any occupations that are not "traditional" for their sex.
- A unit about workers in a big city includes 22 different occupations for males such as "policeman," "fireman," and sanitation workers; females are shown in only two occupations: teacher and street-crossing guard. Here an instructional product represents male occupations at the ratio of ten to one over female occupations, and yet asks learners: "Do you think that some day you will have a place in this big, busy world?"
- Only one career awareness product of 28 sets studied offers role models solely to girls. This product, portraying mothers who are working, depicts all six mothers in traditional jobs: a clerk in a drug store with a male pharmacist, a secretary with a male boss, a dental assistant working for a male dentist, a bank teller, a waitress, and a seamstress who works at home. Boys and girls are not presented with an overall view of women's potential, nor are boys given options to be secretaries or dental assistants. Women who are not mothers are not shown at all.

Secondary School Examples:

- A textbook on American industry is overwhelmingly male dominated. Males are shown in 36 different occupations, including president and vice-president of a corporation, stockbroker, and product designer. Females are shown in nine different occupations, all subordinate and stereotypical, including secretary, ticker-tape reader and file clerk.
- A film about "technicians in our changing society" shows 19 different types of male technicians, with only 7 technician role models for females.
- A gigantic kit, containing 340 work briefs describing on-the-job work situations, uses male role models for 251 occupations and female role models for 72 occupations, and shows only 17 occupations for both sexes. All the occupations are stereotyped: a woman is an insurance clerk and a man is an insurance agent; a woman is a dental hygienist and a man is a dentist.
- A career exploration product about "office work" interviews many secretaries, who discuss their jobs, grooming, and dress. One states, "I just love to take dictation and transcribe." Males are executives and the secretaries are called "girls." Discussion about grooming explains that good secretaries are concerned about cleanliness, and use deodorants; not only should they wear stylish and modest clothes, they should also have uncluttered handbags. The promotional potential for top-level secretaries is apparently based on "how the girls look," and not on their skills. Women learn to accept second level positions: "I'm so much a part of that office that my boss just accepts me and the way I look the way he does the furniture and equipment."

- A "complete" book about being a secretary uses the generic "she" -- and never "he" and "his" -- when referring to secretaries. The book encourages "students" to be ladylike, helpful, and respectful, to leave decisions to the bosses, to do light housekeeping in the office, and to hope for appreciation. In short, the possibility of a male's being a secretary is ignored; indeed, any male aspiring to be a secretary would be hardpressed to heed the advice to be ladylike.

(A copy of the complete study by Women on Words and Images is appended to this testimony.)

That sex stereotyping in curriculum materials is a grave problem was also confirmed in the assessment of sex role stereotyping in career education, mandated by Congress in the Education Amendments of 197[illegible]. The assessment was included in Career Education in the Public Schools 1974-75: A National Survey (forwarded to this Committee in May, 1976). The Survey evaluated materials currently in use -- both commercially produced materials and non-commercial materials developed by teachers in local school districts. In addition, the study surveyed the activities and opinions of 900 representative school districts and state education agencies from across the country. The findings and conclusions deserve careful attention:

- 76% of the commercial materials are sex-biased
- 49% of the non-commercial materials are sex biased[8]
- 42% of the school districts report that they are failing to take any steps to remove sex bias from materials.[9]

The Survey concludes that sex bias is a greater problem than race bias at this time and that sex bias continues to permeate the great majority of career education materials now used. "This situation clearly cannot and must not continue if career education is to be for 'all persons'." The report recommends: "stronger efforts are needed to reduce the stereotyping which can and does restrict students' occupational aspirations."

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[8] Career Education in the Public Schools 1974-75: A National Survey, page 167.
[9] Ibid, page 168.

B. Needed: Amendment on Curriculum Materials

The Survey found that local education agencies expressed a great need for instructional materials -- both from publishers and their own staff. The Local Educational Agencies (LEA's) viewed their inadequate funds for materials as a critical factor for the future of career education. The Elementary and Secondary Career Education Act (H.R.7) would remedy that need for funds by authorizing Federal grants to local education agencies for purchase of instructional materials and supplies and grants to state education agencies for collecting, evaluating and disseminating career education materials.

The National Advisory Council on Women's Educational Programs recommends that these two authorizations be modified. Incentives to grantees are essential to ensure that states and LEA's recognize that sex stereotyping in curriculum materials is a serious problem requiring immediate attention. Our proposed amendments would simply require states or LEA's to conduct their own in-house evaluations of materials for possible bias before using Federal funds to purchase materials or disseminate them.

Two points need to be stressed: First, such an incentive for state and local attention to sex bias is urgently needed because the current Title IX regulation, 45 CFR 86.42, does not deal with the problem of sex stereotyping in curricular materials, despite the breadth of the statutory language prohibiting sex discrimination in all Federally assisted education programs.

Second, the proposed amendments would not involve the Federal Government in prohibiting or requiring the use of particular curriculum materials. All that would be required would be that states or LEA's give an assurance that they have conducted a review of materials for sex bias. States have long exercised extensive power over the selection and use of curriculum materials at the elementary and secondary levels. Our proposed amendment would simply direct states to use the power they already have, given the strong Federal interest in preventing grave injury to individual girls and women through stereotyping. Under our proposed amendments, the Office of Career Education would be authorized to provide technical assistance, on request, to states and LEA's in establishing their reviewing efforts.

The text of the proposed amendments relating to career education materials follows:

7(a)(2)(C) -- On page 7 of the bill add the following at the end of existing text: "Only those materials certified by the State's evaluation to be free of sex stereotyping shall be disseminated."

7(a)(3)(I) -- On page 9 of the bill add the following after the word "activities": "which are non-sex-stereotyped as certified by the State or local education agency after evaluation."

9(a)(2) -- On page 14 of the bill, add the following after the word "assistance" at line 9: "including assistance in establishing an evaluation system for sex stereotyping in career education materials."

9(a)(3)(D) -- On page 14 of the bill, add the following after the word "materials": "which are non-sex-stereotyped as certified by States and local education agencies."

Delete "developed at the Federal, State, and local levels."

III. A. Special Efforts Are Needed To Broaden Career Opportunities for Girls/Women

The *Survey* of local school districts and state education agencies also sought information on how widespread were special efforts to broaden opportunities for girls/women, fifty-one percent of the target population. The rationale for presenting the question was stated thus:

> "If local school districts have included such emphasis in their career education programs, then even stronger legislative direction is not needed and the districts are to be commended; if, on the other hand, such emphasis is not central to career education in practice, more inducement for local programs to implement these efforts may be needed. It is clearly important to know whether the practice of career education has incorporated this goal.[10]

"Special efforts" mean efforts by teachers within the regular or special classes to counteract sex stereotyping of girls' abilities and career options and to encourage girls to consider non-traditional occupations.

The *Survey* found disappointing results. Special efforts are *not* being made by school districts to any significant extent: 76% of the nation's elementary pupils, 68% of the nation's junior high pupils, and 64% of the nation's senior high pupils are in school districts which are not making any special efforts to broaden career opportunities for girls. Even the adoption of formal career education policies by school districts made little difference in the findings -- approximately 63% of the pupils in school districts with such policies received no "special efforts." Also, "there was virtually no increase in removal of sex stereotyping from curriculum and from vocational training courses.[11]

States and local education agencies expressed in the survey a great need for Federal support of staff development programs in career education.[12] Given the findings of the dismal performance of schools in making special efforts, it is imperative that H.R. 7 contain inducements for States and local education agencies to train career education coordinators and teachers how to counteract the problem of sex stereotyping in career education. Therefore, the following amendments to H.R. 7 are proposed:

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[10] Ibid, page 43.
[11] Ibid, pages 91-92.
[12] Ibid, page 179.

B. Proposed Amendments Relating to Staff Development and Special Efforts

7(a)(2)(A) -- On page 7 of the bill, add the following at the end of existing text:

"including training to acquaint them with the changing work patterns of women and men and with ways of overcoming sex stereotyping in career education."

7(a)(2)(B) -- On page 7 of the bill, add the following at the end of the existing text:

"including training to acquaint them with the changing work patterns of women and men and with ways of overcoming sex stereotyping in career education."

7(a)(2)(H) -- On page 8 of the bill, add the following after the words "career education":

"which is not sex stereotyped"

7(a)(3)(F) -- On page 9 of the bill, add the following at the end of the existing text:

"including training to acquaint them with the changing work patterns of women and men, ways of overcoming sex stereotyping in career education, and ways of assisting girls and boys to broaden their career horizons."

7(a)(3)(G) -- On page 9 of the bill, add the following at the end of the existing text:

"including training to acquaint them with the changing work patterns of women and men, ways of overcoming sex stereotyping in career education, and ways of assisting girls and boys to broaden their career horizons."

IV. Ensuring Representation for Girls/Women in Career Education

The successful implementation of career education depends greatly upon enlisting the aid and support of community members. The Survey data found that the involvement of business, labor, government and industry, and community in career education planning and implementation related positively to the level of career education activities conducted in local school districts. Currently, however, only one-fifth of the nation's local school districts and only eighteen states have a Career Education Advisory Council.[13] H.R. 7 would authorize grants for such councils. All too often, qualified women who are knowledgeable about the problems of sex stereotyping and discrimination are overlooked when appointments are made to such councils. There is a similar problem of under-representation with the National Advisory Council for Career Education, appointed by the Secretary of Health, Education and Welfare, which has nine men and only three women.

Therefore, amendments similar to ones this Committee included in the Vocational Education Act are proposed to ensure a voice for women on such councils, to provide for working relationships with women's organizations, and to provide for hiring of state personnel who are experts on the problem of sex bias.

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[13] Ibid, pages 118 and 185.

Proposed Amendments Ensuring Representation for Girls/Women in Career Education

7(a)(3)(J) -- On page 9 of the bill, add the following at the end of the existing text:

"which shall have equitable representation of both sexes, including women who are knowledgeable with respect to problems of sex discrimination in employment and sex stereotyping of occupations."

9(b) -- On page 15 of the bill, add the following at the end of the existing text:

"Section 406(g)(1)(B) of the Education Amendments of 1974 is amended by adding the following sentence: There shall be equitable representation of both sexes (including members of minority groups), including women who are knowledgeable with respect to the problems of sex discrimination in employment and sex stereotyping affecting career education."

7(a)(2)(F) -- On page 8 of the bill, add the following at the end of the existing text:

"including women's organizations;"

7(a)(3)(C) -- On page 8 of the bill, insert the following after the words "relationships with":

"women's organizations and women in non-traditional roles, and ..."

5(5) -- On page 5 of the bill, add the following after the word "including":

"persons experienced and knowledgeable with respect to problems of sex discrimination in the labor market and sex stereotyping affecting career education, and ..."

V. Other Proposed Amendments to H.R. 7 -- Studies, Evaluation, Guidance and Counseling

7(a)(2)(D) -- On page 7 of the bill, add the following at the end of the existing text:

"including studies on the status of female students and employees in the career education programs of the State"

9(c) -- On page 15 of the bill, line 21, insert the following after the word "instruments":

"which are non-sex-stereotyped and ..."

10(a) -- On page 16 of the bill, add the following new subsection (4):

"data on participating in career education programs by sex/race. Such data collection shall be coordinated with the Vocational Education Data and Occupational Information Data system mandated by section 161(a)(1) of the Education Amendments of 1976.

7(a)(3)(B) -- On page 8 of the bill, insert the following after the word "comprehensive":

"and non-sex-stereotyped services of..."

Delete the word "services" in line 17.

Additional Comments:

The Office of Career Education

In providing national leadership to eliminate sex bias in career education, the Office of Career Education in the Department of Health, Education and Welfare has performed in a less than sterling fashion. Consider the following figures: In FY 1975 the Office awarded only 1.6% of its project grant funds to projects for overcoming sex bias. In FY 1976 the figure increased to only 2.4%! Given the magnitude of the problem as evidenced in the Survey, these figures are appalling.

Last November the Office of Career Education planned and conducted the Commissioner's Conference on Career Education, in Houston, Texas, for over 8,000 participants. The Council was invited to serve as a "cooperating organization" in planning the conference. The Council willingly accepted this invitation and spent considerable time and energy making specific recommendations for and offering assistance in ensuring equitable representation of women in the state delegations and as conference speakers and for appropriate agenda attention to equal opportunities in career education. The Office of Career Education, however, failed to respond to most of the Council's recommendations. At the Conference, inattention to the problem of sex bias was systematic. The Office of Career Education failed to demonstrate to the conference participants commitment to equal educational opportunity for women and minorities. The attached letter (February 24, 1977) to Commissioner Boyer and an accompanying memorandum describe a shocking insensitivity to sex role stereotyping by the Office of Career Education.

Consequently, the Council is very concerned that public funds will not again be used in ways counterproductive to equity in education. Also, we are concerned that the Office of Career Education demonstrate a higher level of commitment and leadership to eliminating sex bias from all career education programs which it assists. We hope that this Committee will give the

Office as well as states which receive formula grants a mandate to eliminate sex bias. We urge that you amend H.R. 7 in the ways we have suggested, so that every child -- female or male -- may be provided with the widest variety of career education options.

* * *

Suggested Provisions To Be Added To The Elementary & Secondary Career Education Act (H.R.7)

Section Title	Section Number	Provision or Words to be Added
Purpose	2	"...and to overcome sex stereotyping and discrimination in all occupations (including homemaking) and thereby furnish equal educational opportunities in career education to both sexes."
Applications	5(2)	"which is not sex-stereotyped."
	5(5)	"persons experienced and knowledgeable with respect to problems of sex discrimination in the labor market and sex stereotyping affecting career education, and ..."
State Plans	6(1)	"which is not sex-stereotyped..."
	6(3)	"set forth procedures which the State will follow to assure equal access to all career education programs by both boys and girls, including: 1. description of such procedures, 2. activities to be taken to overcome sex discrimination and sex stereotyping in all State and local career education programs, including: a. encouragement of awareness by both girls and boys of non-traditional occupations and b. development of programs to reduce sex stereotyping in career education and occupations.
Use of Funds	7(a)(2)(A)	"including training to acquaint them with the changing work patterns of women and men and with ways of overcoming sex stereotyping in career education."
	7(a)(2)(B)	"including training to acquaint them with the changing work patterns of women and men and with ways of overcoming sex stereotyping in career education."
	7(a)(2)(C)	"Only those materials certified by the State's evaluation to be free of sex stereotyping shall be disseminated."
	7(a)(2)(D)	"including studies on the status of female sgudents and employees in the career education programs of the State."
	7(a)(2)(F)	"including women's organizations;"
	7(a)(2)(H)	"which is not sex-stereotypyed,"
	7(a)(3)(B)	"and non-sex-stereotyped services of..." Delete the word "services" in line 17.
	7(a)(3)(C)	"women's organizations and women in non-traditional roles, and ..."

Section Title	Section Number	Provision or Words to be Added
Use of Funds (Continued)	7(a)(3)(F)	"including training to acquaint them with the changing work patterns of women and men, ways of overcoming sex stereotyping in career education, and ways of assisting girls and boys to broaden their career horizons."
	7(a)(3)(G)	"including training to acquaint them with the changing work patterns of women and men, ways of overcoming sex stereotyping in career education, and ways of assisting girls and boys to broaden their career horizons."
	7(a)(3)(I)	"which are non-sex-stereotyped as certified by the State or local education agency after evaluation."
	7(a)(3)(J)	"which shall have equitable representation of both sexes, including women who are knowledgeable with respect to problems of sex discrimination in employment and sex stereotyping of occupations."
Federal Administration	9(a)(2)	"including assistance in establishing an evaluation system for sex stereotyping in career education materials."
	9(b)	"Section 406(g)(1)(B) of the Education Amendments of 1974 is amended by adding the following sentence: There shall be equitable representation of both sexes (including members of minority groups), including women who are knowledgeable with respect to the problems of sex discrimination in employment and sex stereotyping affecting career education."
	9(c)	"which are non-sex-stereotyped and ..."
Reports	10(a)	"(4) data on participating in career education programs by sex/race. Such data collection shall be coordinated with the Vocational Education Data and Occupational Information Data system mandated by section 161(a)(1) of the Education Amendments of 1976.

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Council Efforts: 1976 Commissioner's Conference on Career Education

Because occupational sex role stereotyping has severely limited career options for women and men, the Council advocated that the Commissioner's Conference on Career Education include a focus on assuring equal opportunities in career education. Over a period of eight months the Council and its staff allocated 93 hours in connection with this objective. Most Council recommendations initially were made in a letter dated July 6, 1976. Following is an account of the Council's efforts and the results:

1. The Council, after the initial June planning meeting called by OE and its contractor, recommended that an ad hoc or subcommittee be established to develop appropriate ways to address the issues of concern to women and minorities. It suggested that such an ad hoc committee be composed of representatives of national women's groups and civil rights organizations. (Except for a representative of the Council and the National Urban League, no other such interests were represented at the June planning meeting.)

> *No response to this suggestion ever was received and by the time of the conference no woman had been added to the official 16-member planning committee. The director of the National Urban League wrote to the Commissioner to withdraw that organization from the list of cooperative organizations because of the failure of the conference to provide for authentic recognition of minority concerns.*

2. The Council recommended that a speaker be scheduled for an early general session to lay out the issues and set the tone for conference consideration of the special career education needs of women -- and also of minorities. The Council noted that Congresswomen Shirley Chisholm could ably execute that role, since she recently had sponsored hearings on sex discrimination in occupational education.

> *No response was received -- except a frantic phone call in late October from the Director of OE's Office of Career Education asking for names of outstanding minority women who might appear on short notice. Names and brief biographical information were furnished for nine women, but the Council Executive Director doubted that they would be available on the basis described. According to the Council representative who attended the conference, no woman was scheduled to address any of the General Sessions and no General Session dealt with sex bias issues.**

**It can be noted from the Conference Program that women were not completely excluded from participation in General Sessions. In traditional manner, "girls groups" listed variously as "Wranglerettes," "Sundowners," Vaqueras" and "Arrowettes" were scheduled to accompany the Bands and R.O.T.C. contingents.*

Bernice Sandler, Silver Spring, MD, chair
Mary Beth Peters, Pittsburgh, PA, vice chair

Joy R. Simonson, executive director
Rosemary G. Mylecraine, deputy director

Mary Allen, Valley Center, KS
Ernest Boyer, Albany, NY
Katherine Burgum, Fargo, ND
Anne Campbell, Lincoln, NB
Jeanne Carlson, Findlay, OH

Marjorie Bell Chambers, Denver, CO
Agnes I. Chan, San Francisco, CA
Agnes M. Dill, Isleta, NM
Elizabeth Z. Fryer, Brentwood, TN
Jon Fuller, Ann Arbor, MI

Thera C. Johnson, Ogden, UT
Sister Joyce Rowland, Winona, MN
Marguerite Selden, Washington, D.C.
Theresa Aragon de Shepro, Seattle, WA
Gerald E. Weaver, Columbus, MS

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[illegible]

3. The Council recommended that, after noting on the tentative roster that only .003 of conference workshops would address "reduction of occupational sex stereotyping, at least 10 percent of these workshops should focus on ways of providing equity in career education for males and females who are represented 49-51% respectively in the population. The Council furnished over 20 suggested workshop topics and the names or sources for 40 presentations illustrative of the wealth of resources available for this purpose from throughout the country.

> *The Director of the Office of Career Education responded that he did not feel it appropriate to focus workshops specifically on this topic. As listed in the Conference Program, however, .006 of conference workshops incorporated aspects of this theme. Only three of the presenters recommended by the Council as a result of its polling of women's organizations appeared in the Conference Program.*

4. The Council recommended that, in addition to focusing particular workshops on ways of eliminating sex stereotyping in career education, such issues should be incorporated into the framework of planning all workshops because of the deep-rooted and pervasive nature of occupational sex role sterotyping. The Council felt that all presenters should be asked how they would include issues relating to women and minorities -- specifically including minority women -- in their sessions. If they didn't expect to do so, they should be asked to explain the reason.

> *The Director of OE's Office of Career Education shifted the burden by his response that he would furnish the Council with names and addresses of presenters so that the Council could correspond directly with them. Despite the Council's agreement to accept that responsibility, such a list never was provided. As far as the Council knows, this concern never was communicated to the hundreds of presenters. In fact, representatives of women's organizations in the Houston area who monitored workshops indicated that the dimension of women's needs in career education was not addressed.*

5. The Council recommended that sufficient exhibit space be allocated for display of sex-fair and race-fair student and teacher career education materials -- both print and audio-visual -- and provided a list of sources of such materials.

> *As far as we can ascertain, such materials were not invited or displayed at the conference. The Conference Program even refers to an exhibition titled "Studies for Urban Man." Representatives of women's organizations in the Houston area who attended the conference at the Council's request reported that exhibits perpetuated occupational sex role stereotyping by depicting females in primarily traditional roles such as miniskirted nurse.*

6. The Council recommended that delegations to the conference from respective states should include an equitable representation of women, including minority women. The Council furnished, for use of state directors of career education, a mailing list of contact people in the respective states for major national women's organizations including the League of Women Voters, American Association of University Women, Business and Professional Women's Clubs, Commissions on the Status of Women, Women's Equity Action League, National Organization for Women.

> *As far as we can ascertain, neither OE's Office of Career Education nor the contractor gave guidance concerning sex or race/ethnic composition of State contingents to the conference. In fact, the conference was such a well-kept secret from some that only belatedly and by accident was it*

> *discovered by the Houston director of the only OE-funded project in the State of Texas focused on overcoming occupational sex role stereotyping. (Funding for that project has been discontinued.) Representatives of women's organizations in the Houston area who attended the conference at the Council's request reported that women attendees with whom they talked were distressed with the nonattention given to the role of women's concerns in career education. In fact, one teacher mentioned that a banquet speaker had said something about how nice it was of the husbands to bring their wives along.*

Despite failure of its efforts to convince conference planners that issues of sex role stereotyping and special needs of girls and women for career education should be addressed, the Council sent a representative to the conference. Dr. JoAnn Steiger, Council consultant, participated with five other persons on a panel titled "Career Education: Who Needs It?" as well as on a panel discussing sources of Federal funds. In addition, as a result of Council action to alert women's organizations in the Houston area, statements were presented by Dr. Nikki Van Hightower, Women's Advocate for the City of Houston, and Ms. Twiss Butler, Continuing Task Force on Education for Women of Texas National Organization for Women, at the Public Hearing of the National Advisory Council for Career Education held in conjunction with the conference.

national advisory council on women's educational programs

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CE - 77-07

February 24, 1977

Dr. Ernest Boyer
U.S. Commissioner of Education Designate
U.S. Office of Education
400 Maryland Avenue, SW
Washington, DC   20202

Dear Commissioner ~~Boyer~~ Ernie:

The National Advisory Council on Women's Educational Programs would like to bring to your attention actions which have been sanctioned by your office (prior to your tenure) in connection with conferences sponsored by the former Commissioner. We particularly are concerned about the way in which the Commissioner's Conference on Career Education was planned and conducted.

The Council wrote to the Commissioner in April 1976 about the six Commissioner's Bicentennial Conferences. We called attention to the need for equitable representation of women as conference participants and appropriate agenda attention to special issues of concern to girls and women. The Council subsequently was asked to serve as a "cooperating organization" in planning the Commissioner's Conference on Career Education scheduled for November 7-10, 1976, in Houston's Astrohall. The Council willingly accepted this invitation. Enclosed is a list of initiatives taken by the Council and the response each received from the OE project officer (the Director of the Office of Career Education) or the contractor's representative.

To summarize, the Commissioner's National Conference on Career Education represented a singular lost opportunity for the Office of Education to demonstrate to over 8,000 participants from all over the United States its commitment to equal educational opportunity for women and minorities. So systematic was the inattention to women's concerns that all who attended could easily take back to their communities and States the message of the Office of Education's failure to model behavior consistent with the laws of the land.

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Agnes M. Dill, Isleta, NM
Elizabeth Z. Fryer, Brentwood, TN
Jon Fuller, Ann Arbor, MI

Thera C. Johnson, Ogden, UT
Sister Joyce Rowland, Winona, MN
Marguerite Selden, Washington, D.C.
Theresa Aragon de Shepro, Seattle, WA
Gerald E. Weaver, Columbus, MS

EX OFFICIO MEMBERS

Chairman, U.S. Commission on Civil Rights, Director, Women's Bureau, U.S. Department of Labor, Director, Women's Action Program, U.S. Department of Health

We especially want to share with you our feeling that Federal funds, in this case $200,000, are misappropriated when 51% of the potential beneficiary population is consistently overlooked and underserved. Moreover, the potential of leadership by example is totally absent when Office of Education decision makers are permitted to continue their authority for decisions while exhibiting products so counterproductive to efforts for educational equity and the enforcement of laws assuring it.

The letting of any additional contracts to the Greater Houston Area Education Foundation whose record contains an example so indifferent, insensitive and unwilling to solicit or even utilize assistance concerns us for several reasons. Selection of such contractors, even in the first instance, raises questions in the mind of the Council and others concerned with equity. Responsible Office of Education monitoring of such a contract should, we feel, preclude such outdated and legally and socially reprehensible performance by any contractor. And, finally, either contracting criteria and administration and performance guidelines must be in severe need of modification or the OE Implementing staff requires updated training in the performance of their duties under civil rights statutes.

The Council is anxious to be assured that public funds will not continue to be used by the Office of Education for activities so counterproductive to equity in education. We are certain you will want to take steps to counteract the impression made by the Commissioner's Conference on Career Education. We will be happy to assist in development of any modification of current procedures or training programs you may feel are necessary. The Council is most willing to help in any manner possible.

Sincerely,

Bernice Sandler

Bernice Sandler
Chair

Enclosure

cc: Assistant Secretary for Education Designate
Acting Commissioner of Education
Deputy Commissioner for Management
Director, Office of Career Education
Chair, Secretary's Advisory Committee on Rights and Responsibilities of Women

Dr. Sandler. Mr. Chairman, members of the committee: I am Bernice Sandler, the chair of the National Advisory Council on Women's Educational programs. I will say I happened to have the privilege of testifying before this committee previously and working with Edith Green's Special Subcommittee on Education and helped prepare the two-volume set of hearings that led to the passage of title IX. The hearings which led to title IX passage, which prohibits sex discrimination, were in this very room, as well as the Women's Equity Act.

The advisory council is mandated to report to the Congress and the President on educational equity for women, as well as advising the Assistant Secretary for Education and the Commissioner on Education.

Career education has been a long-standing interest of the council. Currently, the council is examining the Offices of Career Education and its impact on women as part of a large, systematic review of all Office of Education programs.

We believe that every child, regardless of race, sex, religion, ethnic origin, handicap or socio-economic background, should be provided with the widest variety of career education options to prepare her or him for maximum employment and participation in our society.

Career education has the potential for facilitating the frequently difficult transition from school to the world of work, specifically for overcoming the traditional tracking of women and girls ito a narrow range of occupations, and also, to reduce stereotyping of certain career options for men and boys. I would add that boys are very often crippled in some of their choices in the same way that the girls are.

Students frequently make poor occupational and educational decisions because they are socialized early into self-concepts, aspirations and career alternatives limited by sex.

In elementary school, approximately 66 percent of all the girls limit their career aspirations to teacher or nurse, while boys select up to three times as many different occupations.

Too often, girls and young women make unwise decisions because they lack accurate information about the rapidly changing work patterns of women, the soaring divorce rate, and the number of average years a woman can expect to be employed.

In one survey of 11th graders, nearly half believed that women never work after getting married; while, in fact, more than half of married women are in the labor force and more than half of all mothers of school-age children in this country now work.

Nine out of 10 of all young girls today will work 25 years or more, even if they are married, even if they are mothers, and even if they take time off to rear the children.

Many of the better paying jobs require competency in math, science, and technology—jobs such as electrician, accounting, drafting, and so forth—all of these pay much more than clerical and service occupations. Yet, most girls in vocational training courses do not enroll in technical courses, only 8 percent do. Instead, they cluster in office occupations and home economics.

Several studies show that girls are not encouraged to take mathematics courses, despite the fact that they do as well as boys in the early grades. There is attached a report called "Mathematics and Sex," by John Ernest, which tells of some of the reasons why girls are very often discouraged from taking math and should not be discouraged from math.

The economic consequences for American women resulting from their socialization and from discriminatory practices in school are sobering. The average woman college graduate who works fulltime earned less in 1975, less than that average male high school dropout. I always think of that when I pay the tuition for my daughters in college.

Two-thirds of working women are single, divorced, widowed, or married to men earning less than $7,000 a year. Those earnings are providing basic economic support for themselves and their children. For many women, a paid job makes the difference between being able to scrape along and being in poverty or on welfare.

There is growing evidence that a substantial part of the continuing economic inequality of women is attributable to limited occupational choices, aspirations, and poor scholastic preparation. And I would quote from a report by economists Isabell Sawhill and Heather Ross. They said:

> The kinds of jobs at which women work are the major cause of their relatively low income. Thus, new policies are needed to insure that women are welcome in traditionally male jobs and that encourage younger women to enter these occupations.

Career education can and should help girls to change their self-limiting attitudes if we are to avoid socializing the next generation into choosing the same low-paying jobs. Failure to counteract occupational sex role stereotypes means denial of equal educational opportunities for our sisters and daughters.

This committee has previously recognized the problem of sex bias in federally assisted vocation education programs and approved strong provisions to remedy the problem in the Education Amendments of 1976. The same action needs to be taken with this career education bill.

The council has developed a series of recommendations—they are both contained in the text and appended separately at the end of the text—to insure that career education is fair and help to women and girls to be prepared for their rightful place in the world of work.

These amendments are largely patterned after the language contained in the vocational amendments enacted as part of the Education Amendments of 1976.

The council recommends four amendments which would make elimination of sex bias in career education a purpose of the bill. It would be a purpose included in statements of policy by the States, and a component of State plans.

We have also addressed several recommendations to deal with curriculum because sex bias is the norm.

Let me give you some examples collected by "Women on Words and Images," under contract with NIE, which examined commercial career educational materials. A copy of that record will be appended to the full testimony. [Placed in subcommittee files].

In elementary school, one set of filmstrips presented males in 86 different occupations, ranging from doctor to athlete. Females are shown in only 18 different occupations ranging from nurse to secretary. This is an almost 5-to-1 ratio of male-to-female occupations prevailing.

One career education product portrays working mothers in traditional jobs—a clerk in a drugstore with a male pharmacist, a secretary with a male boss, a dental assistant working for a male dentist, a bank teller, a waitress, and a seamstress who works at home.

Boys are not given options to be secretary or dental assistants. Women who are not mothers are not shown at all.

One textbook on American industry showed males in 36 diffierent occupations, including president and vice president of a corporation, a stockbroker, and product designer. Females were shown in nine different occupations, all subordinate and stereotypical, including secretary, file clerk, and so forth.

In one kit, all the occupations are stereotyped: A woman is an insurance clerk and a man is an insurance agent; a woman is a dental hygienist and a man is a dentist. A career exploration product about officework shows males as the executives and the secretaries are called girls.

The discussion about grooming explains that good secretaries are concerned about cleanliness and use deodorants. They should wear stylish and modest clothes. The girls learn promotional potential for top-level secretaries is apparently based on how the girls look and not their skills. A book about being a secretatry encourages students to be ladylike. How can a young boy aspire to being ladylike if he wants to be a secretary.

The Education Amendments of 1974 mandated an assessment of sex-role stereotyping in career education. That report showed that there was a lot of sex bias. The survey concluded that sex bias is a greater problem than race bias at this time and that sex bias continues to permeate the great majority of career education materials now used.

The survey found that local education agencies expressed a great need for instructional materials and that they were hampered by inadequate funds. H.R. 7 authorizes funds for local agencies to purchase instructional materials and supplies and gives grants to State education agencies for collecting, evaluating, and disseminating career education materials.

The council urges that those two authorizations be modified and that there be incentives to grantees to insure that States and LEA's recognize that sex stereotyping in curriculum materials is a serious problem. Our proposed amendments would simply require States or local education agencies to conduct their own in-house evaluations of materials for possible bias before using Federal funds to purchase those materials or disseminate them.

An incentive for State and local attention to sex bias is urgently needed because title IX, which prohibits sex discrimination, does not deal with the problem of sex stereotyping in curricular materials.

Additionally, these proposed amendments would not involve the Federal Government in prohibiting or requiring the use of particular curriculum materials. All that would be required would be that States or LEA's give an assurance that they have conducted a review of materials for sex bias. States have long exercised extensive power over the selection and use of curriculum materials at the elementary and secondary levels.

Our proposed amendment would simply direct States to use the power they already have, given the strong Federal interest in preventing grave injury to individual girls and women through stereotyping. Additionally, the Office of Career Education would be authorized to provide technical assistance, on request, to States and LEA's in establishing their reviewing efforts.

The survey also evaluated whatever any special efforts were being made by teachers to counteract sex stereotyping and to encourage girls to consider nontraditional occupations.

The survey found that special efforts are not being made by school districts to any significant extent. Seventy-six percent of the elementary pupils, 68 percent of the junior high pupils, and 64 percent of the senior high pupils are in school districts which are not making any special efforts whatsoever to broaden career opportunities for girls. Even the adoption of formal career education policies by school districts made little difference in the findings.

The council urges that H.R. 7 contain specific inducements for States and local education agencies to train career coordinators and teachers how to counteract the problem of sex stereotyping in career education.

Amendments similar to the ones contained in the Vocational Educational Act are also proposed to insure a voice for women on career education, advisory councils, to provide for working relationships with women's organizations, and to provide for hiring of State personnel who are experts on the problems of sex bias.

I would close with some additional comments about the Office of Career Education. In providing national leadership to eliminate sex bias in career education, the Office of Career Education has not done the best of jobs. Consider the following figures: In fiscal year 1975, the Office awarded only 1.6 percent of its project grant funds to projects for overcoming sex bias. In fiscal year 1976, the figures almost doubled. It went to 2.4 percent, hardly enough to make a dent in the problem.

Last November, the Office of Career Education planned and conducted the Commissioner's Conference on Career Education, in Houston, Tex., for over 8,000 participants. The council made several recommendations concerning equitable representation of women in the State delegations and as conference speakers and for appropriate agenda attention to equal opportunities in career education.

The Office of Career Education, however, failed to respond to most of the council's recommendations. Indeed, at the conference, inattention to the problem of sex bias was systematic. The attached letter and memorandum to Commissioner-designate Boyer details, what I think, is shocking use of Federal funds and shocking insensitivity to sex role stereotyping by the Office of Career Education.

Consequently, the council is very concerned that public funds will not again be used in ways counterproductive to equity in education. We are concerned that the Office of Career Education demonstrate a higher level of commitment and leadership to eliminate sex bias from all career education programs which it assists.

We hope that this committee will give the Office, as well as States, a mandate to eliminate sex bias. We urge that you amend H.R. 7 along the lines we have suggested so that every child—female and male—may be provided with the widest variety of career education options.

This Nation can no longer afford to waste half of its human resources, or the women of America. Unless H.R. 7 incorporates provisions such as these, boys and girls will continue to learn that the world of work is a world of men and that choices should be made not on the basis of one's interests and abilities, but on the basis of the reproductive organs one happens to possess.

We ask that our daughters and our sisters have the same educational opportunities which are now the birthright of their brothers alone.

Mr. BLOUIN. Thank you very much, Dr. Sandler.

If your time allows, I would like to let Ms. Dunkle present her testimony and then we will go into the questions.

Ms. DUNKLE. Mr. Chairman, I am Margaret Dunkle, chair of the National Coalition for Women and Girls in Education, an organization through which nongovernmental national organizations take joint actions to strengthen national policies and practices concerning women and girls in education.

Seated to my right is Janey Wells, from the Federal Education Project of the Lawyer's Committee for Civil Rights, a coalition participant.

We are delighted to have this opportunity to testify here before you today on H.R. 7, a bill to authorize a career education program for elementary and secondary schools.

We are here today because we are concerned that H.R. 7 will not meet the educational and occupational training needs of young women unless provisions are added to overcome sex bias and sex stereotyping in career education programs.

I would like to summarize my statement but ask that the full statement be put in the record.

Mr. BLOUIN. Without objection, it will be printed in the record as submitted.

[The statement of Margaret Dunkle follows:]

ncwge **National Coalition for Women and Girls in Education**

TESTIMONY OF MARGARET DUNKLE, CHAIR OF THE
NATIONAL COALITION FOR WOMEN AND GIRLS IN EDUCATION
BEFORE THE
HOUSE SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION

MARCH 1, 1977

This testimony is endorsed by the following participants in the National Coalition for Women and Girls in Education:

American Alliance for Health, Physical Education and Recreation

American Civil Liberties Union

American Personnel and Guidance Association

Education Commission of the States, Equal Rights for Women in Education Project

El Congresso

Lawyers' Committee for Civil Rights Under Law, Federal Education Project

LULAC National Educational Service Centers

National Association of Commissions for Women

National Association for Women Deans, Administrators and Counselors

National Council of Administrative Women in Education

National Council of Jewish Women

National Council of Negro Women, Commission on Higher Education

National Federation of Business and Professional Women's Clubs

National Organization for Women

NOW Legal Defense and Education Fund

National Urban League, Inc.

Office of Women in Higher Education, American Council on Education

Sociologists for Women in Society

Women's Equity Action League

Women's Equity Action League Educational and Legal Defense Fund

Wider Opportunities for Women

Women's Legal Defense Fund

League of Women Voters of the United States

United States National Student Association

ncwge National Coalition for
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TESTIMONY OF MARGARET DUNKLE, CHAIR OF THE
NATIONAL COALITION FOR WOMEN AND GIRLS IN EDUCATION
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MARCH 1, 1977

Mr. Chairman, the National Coalition for Women and Girls in Education is delighted to have this opportunity to testify at your invitation on H.R. 7, a bill to authorize a career education program for elementary and secondary schools. The Coalition is an organization through which non-governmental national organizations take joint actions to strengthen national policies and practices concerning women and girls in education by providing a public voice for equal rights for women and girls in education, by devising and implementing joint strategies to affect national policy, and by sharing information on women and girls in education. We are here today because we are concerned that H.R. 7 will not meet the educational and occupational training needs of young women unless provisions are included to overcome sex bias and sex stereotyping in career education programs.

to strengthen national policy and practices concerning women and girls in education

This statement is endorsed by the following organizations participating in the Coalition, and it is on their behalf that I am presenting this testimony: the American Alliance for Health, Physical Education and Recreation; American Civil Liberties Union; American Personnel and Guidance Association; Education Commission of the States, Equal Rights for Women in Education Project; El Congresso; Lawyers' Committee for Civil Rights Under Law, Federal Education Project; LULAC National Educational Service Centers; National Association of Commissions for Women; National Association for Women Deans, Administrators and Counselors; National Council of Administrative Women in Education; National Council of Jewish Women; National Council of Negro Women, Commission on Higher Education; National Federation of Business and Professional Women's Clubs; National Organization for Women; NOW Legal Defense and Education Fund; National Urban League, Inc.; Office of Women in Higher Education, American Council on Education; Sociologists for Women in Society; Women's Equity Action League; Women's Equity Action League Educational and Legal Defense Fund; Wider Opportunities for Women; Women's Legal Defense Fund; League of Women Voters of the United States,and United States National Student Association.

Mr. Chairman, last year this Committee, after holding separate hearings on sex discrimination and sex stereotyping in vocational education, concluded that the inferior position women held in the labor market was reinforced by discriminatory practices in federally funded vocational education programs. The Committee responded to its findings by approving a bill which became Title II of Public Law 94-482, the Education Amendments of 1976, providing a systematic approach to the elimination of sex discrimination, sex bias and sex stereotyping in all states' vocational education plans and programs.

The Vocational Education Act amendments recognized that the problems of sex bias would not be solved without federal initiative. We feel that it would be inconsistent with the commendable action this Committee took last year for it now to overlook the problems of sex bias, sex stereotyping and sex discrimination in career education.

Title IX of the 1972 Education Amendments guarantees women and girls equal access to, and treatment in, vocational education programs. The 1976 Vocational Education Act amendments underscored these rights by making the elimination of sex bias and sex stereotyping a priority and placing the burden upon the recipients to report in their state plans how they would both eliminate stereotyping and discrimination, and encourage the enrollment of students of both sexes in non-traditional occupational training and home economics programs.

We are concerned today that the progressive legislation developed by this Committee in 1976 will have reduced impact if similar provisions are not written into the career education bill, H.R. 7. The career education program reaches students at a much earlier age than vocational education. It is often instrumental in forming children's concepts of their career possibilities at a critical period in their lives and affecting their later interest in, and attraction to, certain occupations and professions.

The National Institute of Education's October, 1976, report entitled "The Development of Career Awareness in Young Children" found that children develop concepts about careers at an early age and that, because their information about and experience with careers is limited, they almost always develop narrow, stereotypic views of jobs which persist into early adulthood if not corrected. The report quoted studies which showed that boys in early elementary school grades showed an interest in two-to-three times as many different occupations as did girls, and that roughly two-thirds of the girls at that age chose the occupations of either teacher or nurse.

The report's authors also noted, "In addition to other obstacles to occupational equality for women and minorities, it is possible that they do not at adolescence choose certain occupations because they do not know about them, do not realize that the occupation may be accessible to them, or do not understand the steps that must be taken to prepare, enter, and succeed in an occupation."

The NIE's FY 1977 Program Plan on Education and Work concluded, "The career development process clearly begins ... long before a young person chooses to enroll in a vocational training program. ..."

We believe that, if career education is to be offered, it is the appropriate vehicle to introduce girls and boys to a wide range of career possibilities which are not based on the sex stereoptypes which have both limited women's participation in society and reduced the financial rewards and job satisfaction they have received from employment outside the home. We feel even more strongly that if career education is to be offered, children should not be either unintentionally or deliberately introduced to careers based on biases against their sex, race, ethnic group or handicap which reinforce the obstacles to their success in the larger society. This has all too often been the case in career education, as it has in vocational education.

A report issued by the National Advisory Council on Career Education and the U.S. Office of Education last year entitled "Career Education in the Public Schools 1974-75: A National Survey" said, "Although more special efforts for women were being made in regular classes in school districts with formal career education policies, there was virtually no increase in removal of sex stereotyping from curriculum materials and from vocational training courses. These are areas for emphasis in future career education implementation. Until sex stereotyping of careers is eliminated, the career opportunities of young women and young men will not be equal."

The study found that 24 percent of the nation's elementary pupils, 32 percent of its junior high students, and 36 percent of its high school students were enrolled in school districts "making special career education efforts at their grade levels aimed at broadening the career opportunities of young women." But it also showed little difference between school systems with special career education programs and those without them in efforts to eliminate sex bias from programs and curriculum.

This Committee adopted major vocational education amendments on reducing sex bias and sex stereotyping after hearing extensive testimony on the results of unequal educational and employment opportunities for women. The latest U.S. Department of Labor report on "The Earnings Gap Between Women and Men," published last October, reported that women in 1974 who worked fulltime made 57 cents for every dollar earned by men and that the earnings differential was still widening. Women were almost four times as likely as men to be earning between $3,000 and $4,999, and three times as likely to be in the $5,000 to $6,999 category. Fifty-three percent of women but only 18 percent of men earned less than $7,000. Eighty-two percent of working women earned less than $10,000.

The Department of Labor concluded that among the reasons for these disparities in men's and women's income, including discrimination in employment, were two factors related to bias in education and occupational training: Women are concentrated in those occupations which are less skilled and in which wages are relatively low, and although women are as well educated as their male counterparts in terms of median years of schooling, there are differences in the kinds of education, training and counseling they receive, which direct them into traditional and low-paying jobs.

"As societal and institutional barriers are broken," the Department of Labor observed, "more women can be employed at the level their skill warrants and they can be afforded wider opportunities to enhance their educational and vocational skills in particular areas for which there is increasing demand. Schools must help provide much needed career guidance and counseling assistance."

Not only have most women been denied the personal and economic rewards inherent in choosing from among a wide range of occupations and professions suited to their needs and abilities, but they also have faced disastrous consequences when they have had to be the sole or primary support of themselves and their families. Almost half the women in the United States over 16 now either work or are seeking employment. As this Committee reported last year, 11 percent of those women are the sole breadwinners for their families; two-thirds of them are either single, divorced, widowed, separated or married to men earning less than $7,000.

Minority girls and women suffer the dual burden of sex and race bias. The effects of dual discrimination are apparent from the labor statistics: minority women are at the bottom of the wage scale. The median salary of minority women in this country in 1974 was about half that of white men, about 73 percent that of minority men. The annual median wage of minority women was about $400 less than that of white women. The privation caused by these lower incomes is exacerbated by the fact that a greater percentage of minority women also are the primary or only wage-earners in their families.

Several organizations participating in this Coalition recently monitored comments which were submitted to the Bureau of Occupational and Adult Education on the Notice of Intent to Issue Regulations on the vocational education amendments. We were struck by one from a Local school official in Arizona, who warned, "Let us beware, in advancing the objectives of this act, that we do not unwittingly destroy the American family."

Access by women to higher-paying jobs has not been shown to endanger families--indeed, it offers the only hope for keeping many families above the poverty line. For an increasing number of families, male breadwinners are not present or cannot adequately support their wives and children by themselves. It is clear from the Department of Labor statistics cited above that many families live in poverty because they are dependent upon the income of women who have been discriminated against in hiring and salary. In most cases, schools have done little to prepare these women for the job levels which would enable them to shoulder the financial responsibility increasingly borne by wives and mothers in our society.

Mr. Chairman, we hope this Committee will recognize again this year, as it did last year in drafting the Vocational Education Act amendments, that there are no social benefits in keeping women at the bottom of the income scale and that limiting opportunities for girls and women has no place in a society based on equal opportunity.

Some staff of the OE Office of Career Education have made efforts to recommend to states and local educational agencies steps they can take to eliminate sex bias and sex stereotyping in their career education programs.

But while the career education legislation passed in 1974 included as its purpose "assessing the status of career education programs and practices, including a reassessment of the stereotyping of career opportunities by race or by sex," the law carried with it no authority for the Office of Career Education to require elimination of sex discrimination and sex stereotyping in its funded programs. Moreover, the 1974 law did not authorize funds or staff to assist states and school systems in eliminating bias and stereotyping in career education.

The National Coalition for Women and Girls in Education would like to support amendments to H.R. 7 which would incorporate the following principles:

--Assurances that each state agency submitting applications for federal funds under the act will employ staff knowledgeable about sex discrimination and sex stereotyping;

--Recipients of federal career education funds setting forth in their state plans policies and procedures which will assure equal access to all career education programs for both sexes, including a description of those policies and procedures, actions to be taken to overcome sex discrimination and stereotyping in state and local career education programs, and incentives to be provided to local recipients to encourage elimination of sex stereotyping and discrimination in career education programs;

--Use of federal funds by states to employ persons knowledgeable about problems of sex discrimination and sex stereotyping in employment and in career education; to conduct inservice training in the changing work patterns of women and ways of overcoming sex stereotyping; to collect, evaluate for sex stereotyping and disseminate career education materials; to develop and implement guidance, counseling and placement programs free of stereotyping; to support local career education councils with equal male and female representation, and to adopt, revise or review local policies and procedures which assure equal access to career education programs by girls and boys, including actions to encourage awareness of both sexes of non-traditional occupations;

--Office of Career Education review of career education materials for sex stereotyping, and guidance for states and local educational agencies in development and use of non-sex-stereotyped materials and curriculum;

--Fifty percent representation of females on the National Advisory Council for Career Education, including members of minority groups, who are knowledgeable about discrimination in employment and career education, and

--Collection of data simultaneously by race and sex in career education programs to detect different treatment of minority women.

Mr. Chairman, we would like to thank you again for inviting us to present this testimony, and we ask that you accept our recommendations for expanding the scope and significance of this important legislation.

Ms. Dunkle. This statement is endorsed by 25 national organizations participating in the coalition and it is on their behalf that I am presenting this testimony.

Among them are the American Alliance for Health, Physical Education and Recreation; American Association of Universities and American Civil Liberties Union; American Personnel and Guidance Association; the Education Commission of the States, Equal Rights for Women in Education project; El Congresso; the Lawyers' Committee for Civil Rights under Law, Federal Education Project; LULAC National Educational Service Centers; National Association of Commissions for Women; National Association for Women Deans, Administrators and Counselors; the National Council of Administrative Women in Education; the National Council of Jewish Women; the National Council of Negro Women, Commission on Higher Education.

Also, the National Federation of Business and Professional Women's Clubs; the National Organization for Women; NOW Legal Defense and Education Fund; the National Urban League; the Office of Women in Higher Education, American Council on Education; Sociologists for Women in Society, Women's Equity Action League; The Women's Equity Action League, Educational and Legal Defense Fund; Wider Opportunities for Women; Women's Legal Defense Fund, the League of Women Voters of the United States, and the National Student Association.

Last year, this committee, after holding separate hearings on sex discrimination and stereotyping in vocational education, concluded that the inferior position women held in the labor market was reinforced by discriminatory practices in federally funded vocational education programs.

The passage of the Vocational Education Act Amendments recognized that the problems of sex bias in these programs could not be solved without Federal initiative.

Additionally, Title IX of the 1972 Education Amendments guarantees women and girls equal access to, and treatment in, vocational education programs.

We are concerned today that the progressive legislation developed by this committee in 1976 and the promise of title IX would have reduced impact if similar provisions are not written into the career education bill now before you.

The career education program reaches students at a much earlier age than vocational education. Because of this, it is often instrumental in forming children's concepts of their career possibilities at a critical period in their lives. It can affect their later interest in, or attraction to, certain occupations and professions.

For example, a National Institute of Education's report on career awareness in young children found that children develop concepts about careers at an early age. This report quoted studies which showed that boys in early elementary school grades showed an interest in two to three times as many different occupations as did girls, and that roughly two-thirds of the girls at that age chose the occupations of either teacher or nurse.

The report's authors noted:

> In addition to other obstacles to occupational equality for women and minorities, it is possible that they do not at adolescence choose certain occupations because they do not know about them.

We believe that if career education is to be offered, it is the appropriate vehicle to introduce girls and boys to a wide range of career possibilities which are not based on the sex stereotypes that have limited women's participation in society, and reduced the financial rewards and job satisfaction they have received from employment outside the home.

We feel even more strongly that if career education is to be offered, children should not either unintentionally or deliberately be introduced to careers based on biases against their sex, race, ethnic group, or handicap which reinforce the obstacles to their success in the larger society. This has all too often been the case in career education, as it has in vocational education.

For example, a report on career education issued last year said:

> Although more special efforts for women were being made in regular classes in school districts with formal career education policies, there was virtually no increase in removal of sex stereotyping from curriculum materials and from vocational training courses. These are areas for emphasis in future career education implementation. Until sex stereotyping of careers is eliminated, the career opportunities of young women and young men will not be equal.

The Department of Labor report on "The Earnings Gap Between Women and Men" reported that women in 1974 who worked full time made 57 cents for every dollar earned by men and that the earnings differential was still widening.

The Labor Department concluded that among the reasons for the disparities in men's and women's income were two factors related to bias in education and occupational training.

First: Women are concentrated in those occupations which are less skilled and in which wages are relatively low. Second: Although women are as well educated as their male counterparts in terms of schooling, there are differences in the kinds of education, training, and counseling they receive, and this directs them into traditionally low-paying jobs.

The report also observed that schools must help provide needed career guidance and counseling assistance.

Minority girls and women suffer the dual burden of sex and race bias. The effects of dual discrimination are apparent from the labor statistics. Minority women are at the bottom of the wage scale, with a median salary of about half of white men, about 73 percent that of minority men.

Several organizations participating in this coalition recently monitored comments which were submitted to HEW on the vocational education amendments. We were struck by one from a local school official in Arizona who warned: "Let us beware, in advancing the objectives of this Act, that we do not unwittingly destroy the American family."

This could not be further from the truth. Access by women to higher paying jobs has not been shown to endanger families—indeed, it offers the only hope for keeping many families above the poverty line, and have the financial resources to stay together.

Still, in most cases, schools have done little to prepare these women for the job levels which would enable them to shoulder the financial responsibility increasingly borne by wives and mothers in our society.

Mr. Chairman, we hope this committee will recognize again this year that there are no social benefits in keeping women at the bottom of the income scale and that limiting opportunities for girls and women has no place in a society based on equal opportunity.

Some staff at the Office of Career Education have made efforts to recommend to States and local educational agencies steps they can take to eliminate sex bias and stereotyping in their career education programs.

But while the career education legislation passed in 1974 included as its purpose "assessing the status of career education programs and practices, including a reassessment of the stereotyping of career opportunities by race or by sex," the law carried with it no authority for the Office of Career Education to require elimination of sex discrimination and sex stereotyping in its funded program.

Moreover, the 1974 law did not authorize funds or staff to assist States and school systems in eliminating bias and stereotyping in career education.

The National Coalition for Women and Girls in Education, therefore, would like to support amendments to H.R. 7 which would incorporate the following principles:

Assurances that each State agency submitting applications for Federal funds will employ staff knowledgeable about sex discrimination and sex stereotyping;

Requirements that recipients of Federal career education funds set forth in their State plans specific policies and procedures to assure equal access to all career education programs for both sexes, including a description of those policies and procedures; actions to be taken to overcome sex discrimination and stereotyping in State and local career education programs; and incentives to be provided to local recipients to encourage elimination of sex stereotyping and discrimination in career education programs;

Use of Federal funds by States to employ persons knowledgeable about problems of sex discrimination and sex stereotyping in employment and in career education; to conduct inservice training in the changing work patterns of women and ways of overcoming sex stereotyping; to collect, evaluate for sex stereotyping and disseminate career education materials; to develop and implement guidance, counseling and placement programs free of stereotyping; to support local career education councils with equal male and female representation, and to adopt, revise or review local policies and procedures which assure equal access to career education programs by girls and boys, including actions to encourage awareness of both sexes of nontraditional occupations.

We feel that the Office of Career Education should review career education materials for sex stereotyping and provide guidance for States and local educational agencies in development and use of nonsex-stereotyped materials in curriculum.

Also, we feel that 50 percent of the representation on the National Advisory Council for Career Education should be female, including minority females, who are knowledgeable about discrimination in employment and career education.

Also, we feel the collection of data simultaneously by sex and by race, to detect differential treatment of minority women.

Mr. Chairman, I would like to thank you again for inviting the coalition to present this testimony and we ask that you accept our recommendations for expanding the scope and significance of this important legislation.

Mr Blouin. Thank you very much for an excellent presentation.

Let me begin, first, by saying that I am sure there are a number of us on this subcommittee who are going to make every effort to see that most, if not all, the provisions you have recommended are brought into this overall proposal.

Speaking personally as the father of two daughters and no sons, I have a vested interest in it.

Dr. Sandler, you mentioned something about mathematics and sex. My wife is a mathematics instructor and I think she would be very interested in that report. So, maybe from another vested interest standpoint, you are hitting home with some excellent points.

Several things about curriculum, about textbooks and stereotyping have bothered me for sometime and in reading and listening to your testimony, it seems there has been very liittle progress in eliminating stereotyping. Are there greater numbers available today of the same quality as the traditional textbooks that have eliminated this stereotyping?

Dr. Sandler. A trickle of them. It takes, I have been told, as much as 3 to 5 years to get a textbook written and after that, they need about 3 to 5 years to teach it.

Mr. Blouin. Why?

Dr. Sandler. We are going to see some changes, particularly, I think, in the commercial picture books, which have a shorter lead time. It is going to take a long time. We are going to see the development of specific materials for curriculum. There are several grants funded under the program of the Women's Education Equity Act grants, which will be developing materials like that for use in the school system.

Mr. Blouin. How widely available are these in the elementary grades now?

Dr. Sandler. They are not as widely available as they need to be. Many schools do not know they exist. Many schools, even if they are interested in finding them, find it difficult to find out where the materials are and how to get them.

Mr. Blouin. Do you think publishers are capable, if there was a drastic increase in demand for some reason or another, of meeting that demand quickly?

Dr. Sandler. Probably if the demand went up very quickly. The lead time must be respondent, somewhat. There is the logistics time of getting the book written. Even some of the publishers have guidelines as to how authors can avoid sexism in the books. So, when you talk about—as an example, a boy has problems—and the gentleman before me used the word "he" going into a career—and they have trouble seeing a young girl thinking of being a construction worker. Women are beginning to be in the construction industry. Textbooks make the beginning and deal with using the word "he."

Before I go on, I would like to introduce Agnes Dill from New Mexico, past president of the North American Indian Women's Organizations, and earlier, Joanne Carlson was here.

Ms. Dunkle. The survey which was prepared under the previous legislation by the Office of Career Education found that something in the neighborhood of half the career education materials which are used in classrooms are developed, and need to be developed, apparently because of the scarcity of commercially available materials. So, about half the materials are developed by teachers, themselves, which was the reason that our advisory council recommended that there be training for teachers in how to deal with these things.

In other words, they can't get curriculum packages and materials handed down and use them right off in the classroom, to know how to use what is given them, and more importantly, to enable them to develop not sex stereotyping themselves. They need, in addition, things——

Mr. Blouin. Do any States have that kind of education exposure or awareness programs now?

Ms. Dunkle. Some. Perhaps some of them are being run through the research center of sex stereotyping and educators. Some of the State departments of education are starting to train teachers and educators to be more aware of sex, race, national origin, and bias; to identify it and take steps to eliminate it.

We still have a long way to go though. I think many of us hoped when title IX passed in 1972 and when the regulation went into effect in 1975, that that would provide much of the incentive that publishers needed and school systems needed, to develop materials which are not sex biased. That has not happened nearly as quickly as many of us hoped it would.

We are hoping that in the vocational education program, with its amendments of last year, and the Career Education Act, hopefuly with the amendments of this year, will be able to increase the awareness of the problems of many materials in terms of bias and increase the demand for the development of curriculum materials which are not sex biased and which truly offer little girls and boys the same kinds of choices so they can seek occupations which are most suited to them as individuals rather than as boys or girls.

Dr. Sandler. A few States have begun to require this, at least it is one step, as part of the certification requirements. That is the beginning. The teacher-training institutions are beginning to pay attention to this isue. But that is a fairly recent development.

For some reason, I think schools of education within universities are less responsive than other areas within the university in incorporating the issues concerning women and girls into their curriculum.

Mr. Blouin. As I understand it, almost all the programs are directed at incorporating teachers, too. I am not aware of anything out there for reeducation of existing teachers within a State.

Ms. Simonson. There is a certain amount of technical assistance available under Title IV of the Civil Rights Act which funds what are called general assistance centers and institutions in the States and regions. Local school districts would request assistance and then these general assistance centers come in and provide workshops or summer courses, or whatever the school district wants, but against limited funding available for that program. A great deal more would be needed.

Mr. Blouin. One other question in regard to the overall problem. You mention, Dr. Sandler, on page 14, that about 76 percent of elementary pupils, 68 percent junior high pupils and 64 percent of senior high pupils are not making any special efforts to broaden career opportunities for girls.

Is there any pattern geographically, rural or urban, for anything like that, where it is being done? Does it look like any particular segment of the country is making better efforts than others on this?

Dr. Sandler. It is different. If there is a group of mothers in the women's groups in the town and if they make a push for it. In Kalamazoo, Mich., there was some women that banded together and pressed on the school system to drop some of the Dick and Jane basics. This really perpetuates very bad stereotyping.

Mr. Blouin. It is more of a local thing.

Dr. Sandler. There is no planned effort, per se. Federal funds could be used to stimulate schools to look at their programs. As beginning training teachers, they handle these issues, far better.

Ms. Dunkle. One of the difficulties many local initiatives have getting off the ground is because of local resistance by the people within the educational system. Hopefully, additional provisions regarding career education will help to educate those people in the system to reduce that resistance, eliminate that resistance, and facilitate constructive changes hand-in-hand with the community and the school system working together.

Mr. Blouin. Thank you very much.

Mr. Buchanan?

Mr. Buchanan. Thank you, Mr. Chairman. We, I am sure, will very much miss the leadership of Shirley Chisholm and Patsy Mink on this committee, but perhaps we can muddle through. I don't know whether Mr. Blouin and I are emancipated because we are good guys or because we are in the same position, with career wives and two daughters who also are pointed toward being career people.

One of the things that concerns me just a bit is the degree of commitment, or lack of it, to this whole thing, because that is the status quo in our society. For example, you represent, Ms. Dunkle, a group of organizations and with just two or three exceptions, they are women's organizations. I really think you ought to add a national organization, for instance, like the Chamber of Commerce or the National Association of Manufacturers.

Mr. Dunkle. We are working on it.

Mr. BUCHANAN. I think you ought to have the Congress of the United States as one very definite such entity.

I don't want to start another argument. I will do everything in my power towards the inclusion in this legislation of the thrust of what you recommend today. It does seem to me to be a very great and basic problem in our society. Certainly, we should use this mechanism to make sure we are reaching out to the majority as well as the minority of Americans who are male who are preparing people for careers.

But I wonder if, in asking for a percentage representation—and I am not opposing that necessarily—but I wonder if this, in itself, doesn't reflect a certain problem. For example, in my State, the ERA didn't pass because of the women's activities. You have women organized, but organized in the wrong direction.

Dr. SANDLER. You are referring specifically to the equal representation of the council?

Mr. BUCHANAN. Yes.

Dr. SANDLER. I would be more comfortable with equitable rather than equal.

Mr. BUCHANAN. Would you be substantially in better shape if you had some of the women leading the fight of the ERA in this?

Dr. SANDLER. I think some of the language ought to talk about sex discrimination and sex sterotyping and the problem of women and people like that could be either male or female, and that is extremely critical. The sex may not be as relevant as they thought.

Ms. DUNKLE. One of the reasons we put a number in there is there has been a tendency not to have adequate or minimal representation of women on such councils. It is almost a compensatory reminder to make sure that women are adequately represented. We will work with you on drafting some language.

Mr. BUCHANAN. Make sure it isn't a token thing.

Ms. DUNKLE. We really need to get beyond tokenism in terms of representation of women and of people, male or female, who are concerned about sex discrimination and bias.

Mr. BUCHANAN. That is very good. I think I understand your purpose. Maybe we can devise some language.

Mr. BLOUIN. I have one side comment before we move along. As a former State legislator, I have spent some time in the legislature and I remember, whenever we created a mission or a council that affected one form of Government, business relationship, or whatever, we took great pains to make sure it was balanced with someone from that industry, someone from rural quarters, from the urban quarter, and someone from the council or group. We used to go as far as to say, a bona fide farmer, whatever that is. I thought if they were out there plowing, they were bona fide.

Mr. LE FANTE. More than 3 acres is bona fide.

Mr. BLOUIN. We would sometimes expand the board to an almost unmanageable number of members just to make sure every interest group was covered. That seems to be the normal local process to follow.

But when it comes to discrimination boards, we really have a problem with it. I understand what you are saying. It doesn't necessarily mean support or agreement, but the concept of equitable representation isn't new. It isn't unique. It is just new to sex. It is a matter of changing our thinking on it and extending a concept that has been there for a long time.

Mr. Le Fante?

Mr. LE FANTE. I could assure you, from my discussions with the members of this committee, we do believe in equal opportunity and freedom of choice, and it is the latter to which I would like to address myself.

I would like to ask your assistance in helping me to have a more clear understanding of the picture, so try to be patient with me.

I notice, Dr. Sandler, on page 2 of your testimony, you say that one of the reasons students frequently make poor educational occupational decisions is because they are socialized early in their self-concepts. It is this point to which I would like to address myself because, from my experience, I know about the problems relating to socialization—and I may have a different interpretation or different definition of the word. In my district particularly, we have very strong parochial and provincial ties so that regardless of how much quality material is distributed in the classroom and regardless of how much guidance and counseling is offered, these decisions are basically made at home.

When you do come to the parochial or provincial area, you will, I think, find it a little different from what we are discussing here today. Have you, or any of your group, considered a national home educational program regarding sex biases? I am sure our children won't have the difficulty or the problems of the mixed emotions or frustrations that most of the children experience today when they get out in the outside world and hear these kinds of positions put forward at home. So, as a result, I have personally sat down and attempted to counsel children who are extremely frustrated and at times beyond the point of help. Has any thought been given to that?

Dr. SANDLER. Our council has not specifically addressed that issue, as yet. O.E. has contracted for a series of television programs for parenting, which is a new word, and I know, within that particular series, they are making efforts to show what parents can do to not be sex biased, the parents' treatment of boys and girls without the sex bias, as that enters into the behavior. I think people are beginning to be aware of the issues that you raise.

Certainly, the school cannot solve every single problem, but certainly, the schools can, to some degree, counteract conditions that exist outside of the school because it is not in the home, it is the television as well as books that children read outside of school, and that the school, I think, could get the children to realize what is happening when they see things that are sexually stereotyped.

If you look at commercials on television, the occupations that women have on television, little girls can begin to see what is happening.

I think one of the saddest stories I have heard was about a 5-year-old girl, whose parents were really trying to get her future life free of sexual stereotyping and they [illegible] been seeing a female pediatrician. The little girl came home [illegible] from school. She had just found out she couldn't be a doctor. She could only wear a nurses uniform because she was a girl. Certainly, school should do better than that. This happens in families where parents make a very direct effort.

Mr. LE FANTE. It reminds me of the situation we recently experienced in New Jersey where the legislature was subjected to excesive and unfair criticism because of our efforts to put in a bilingual program in our school system. After many months of frustration and back-door approaches, we were successful.

We just recently completed an update survey. I can think of one District in particular that has been the target of national jokes, Hoboken, N.J. The bilingual program is working exactly as predicted in that the children go home from school and are educating the parents on a bilingual basis.

That is the thought I had in mind in asking you that question. You can find, and you will find in the future, that you have a partner in this committe if you choose to go that way.

As Ms. Dunkle states in her testimony on page 8, some of the staff of the OE office have made efforts to recommend to States and local educational agencies steps they can take to eliminate sex bias and sex stereotyping in the career education programs.

I would be interested in knowing to what extent have you or your staff exercised these efforts?

Ms. DUNKLE. That the Office of Career Education exercised?

Mr. LE FANTE. No, your group, in particular. What have you done in the way of exercising efforts for pressure on the OE Office of Career Education?

Ms. DUNKLE. One of the things that is interesting is these materials which they have disseminated were largely developed by, or extrapolated from, projects materials from various projects or operations which participate in the coalition.

Additionally, in talking with the Commissioner of Education just this past December, at a coalition meeting with him, we raised the issue, the problem of sex bias and sex stereotyping in career education programs and urged him to work with us to help find ways to eliminate sex bias and sex stereotyping in these programs.

Also, the materials, which have been developed by a number of coalition groups, go out to individual people and institutions and State education agencies and local school systems throughout the country to try to assist them in identifying bias and coming up with solutions to some of these problems. Some of the materials are there to implement the idea here. Some of them have yet to be developed. We would be more than willing to work with the Office of Career Education, with you, to help think of ways to provide incentives for these materials and to develop materials and to help eliminate bias, if possible.

Mr. LE FANTE. With regard to the materials available, are they fully utilized, to your knowledge?

Ms. DUNKLE. In most cases, probably not.

Mr. LE FANTE. Don't you think, perhaps, that is an area to which we could address ouselves?

I know, from some of our discussions on the Hill with those who are considered to have expertise, that the mood of Congress is changing and that we are no longer sitting here writing carte blanche checks for America's problems with regard to education, and every other field. Perhaps it would be a good idea to require the States and local districts that seek assistance and make application for Federal funds to solve their problems to meet certain requirements before they receive the funds. There should also be periodic check-ups. If they are not living by the rules and regulations that the legislation intended, their aid be cut off. They may sound hard and cruel.

The time has come to take an inventory because the case for equal opportunity has not really been made the way it should be, and a public relations job must be done.

You have a product to sell that we believe in and it is not being put in its proper light.

My question, then, is, do you think strict adherence to certain rules and regulations as a requirement for the dollars would help the situation?

Dr. SANDLER. There is no vehicle of strict enforcement of Federal dollars concerning the Federal role, though requesting provisional pay would be very helpful.

Mr. LE FANTE. Then, it goes back to the local level.

Dr. SANDLER. We have included the council recommendation, in response to what you said prior to this, funds that would be used—there are funds that are in the legislation now that would encourage the States to evaluate and disseminate national career education materials and we would hope that they would be disseminated and evaluated for sex bias, that the State develop a program for evaluating. So, it isn't the same thing, the mother with the aprons on and the father working, as though all mothers have aprons on all of the time.

Ms. DUNKLE. It is like the relationship between the carrot and the stick. I think, in many ways, the provisions in the Vocational Education Act and the provisions which have appearing in the Career Education Act is the carrot to provide incentive for a change, to eliminate the bias and discrimination; whereas, title IX provides the stick.

We would hope that the carrot and the stick would both work together, in tandem, to take the most productive and quick route.

Mr. LE FANTE. Sometimes, Ms. Dunkle, it depends in whose hands the stick is in. Occasionally, those who are involved don't know which end is which. They may hold the carrot with the stick out in front.

One last question, Mr. Chairman, if I may. How do you envision the situation at the turn of the century, all things being equal?

Dr. SANDLER. I am less than optimistic that all the problems will be solved. When I first got interested in sex discrimination, I used to think 5 years and a few laws on the books would do it. I have, since then, seen the error of my ways. Now, really, I think in terms of 100 or 200 years because we are talking about problems that involve every single person in society and every single sector in this society.

I would hope, by the year 2000, we will have more male groups on the coalition. I would hope that the legislation and Federal policies will not be needed but I hope they will still be there. I hope it will be enforced. I think we will continue to see more women working for money outside the home. We will continue to see more men working inside the home, not for money, but the doing of some of the housework and sharing.

I think we will see a more equitable relationship in the working world and in our homes. But I feel we will not have solved all of the problems by the year 2000, but I sure hope we have made a good start.

Mr. **Le Fante.** Do you think, perhaps, the persons who live by this thinking in raising their children and grandchildren could perhaps change the attitudes of the country?

Dr. **Sandler.** I think it will help. But each of us being good parents and grandparents will not make the difference. We need a Federal mandate to insure to people the schools also teach those children that the world of work is for a world of people.

Mr. **Le Fante.** How do you legislate that?

Dr. **Sandler.** I think some of the recommendations we have been talking about, and the principles, could be used and would at least ensure, I believe, the more overt, the more latent kinds of sex bias would be eliminated. It would not take care of all of it; no legislation could do that.

Legislation makes States and local education agencies do something about sex bias, and in the materials, that says they have to look at it and make an analysis of whether that is fair or not is a step in the right direction.

Mr. **Le Fante.** Thank you, very much.

Mr. **Blouin.** Mr. Pursell, do you have any questions.

Mr. **Pursell.** Just a quick question, Mr. Chairman.

As a former teacher, and administrator, and as a State senator who voted for ERA, I find that elementary teachers, usually women, choose the books, textbooks, and curriculum development material. The decision is not coming from the Federal Government or State. It is made right there in that particular elementary school or junior high school. So, I am not so sure I get the impression it is female versus the male kind of thing. I don't see that at all.

Dr. **Sandler.** It is not that.

Mr. **Pursell.** If it is a misnomer, then there ought to be some efforts made at the local level toward improving what you suggested today, that is, where the decisions are really being made.

Ms. **Dunkle.** If we left that impression, I would like to rectify it. Some of our comments earlier were all of the female-male kind of controversy.

Chairman **Perkins.** I presume you just want the legislation to be written so there will not be any sexual bias and make sure that people who want to participate in the various classes have the options. In other words, there will be no domination from Washington; is that what you are saying?

Dr. **Sandler.** We would hope that the Federal policy would clear that sex discrimination and sex bias is not good, and the Federal policy would be such.

Chairman **Perkins.** You are talking about the same thing we have in the present vocational education law?

Dr. **Sandler.** Exactly.

Chairman **Perkins.** It is not determined from the Federal Government. It is realy determined at the local level, but the guiding star of principle, the polar star of principle, being the Federal law, was written in this several years ago. But it has not resulted in any Federal control, to my knowledge.

Let the people, at the local level, if all of the ladies want to go in industrial arts and if all of the men want to go to homemaking of some type, let them make up their own minds, even if it is 50–50, or 75–25, or 90–10, or 40–60, or whatever the percentage may be.

I think you ought to have the right, myself, if you want to take coal mining training, to take it.

Dr. **Sandler.** It was only a few years ago, just before the passage of title IX, which prohibits sex discrimination, that my daughter asked to take a course, in Montgomery County, in auto mechanics. She was told she could not do it, that girls did not grow up to be that. Now, the career education legislation contains amendments to eliminate sex bias and girls will learn they could indeed grow up to be auto mechanics if they want to be.

Chairman **Perkins.** No further questions. Thank you.

Mr. **Pursell.** I have no more questions.

Mr. **Blouin.** Mr. Heftel?

Mr. **Heftel.** I think our time has run out but I will make two observations. One: I have a daughter, among four daughters, who was considered in school to be not particularly bright by female teachers. I think she was convinced by them that she probably wasn't very bright. So, the only way you could convince her she was bright was to try and tell her that she was and then, hopefully, give her opportunities to find out.

I make the point because it took parental guidance to take her to that point where she had some self-confidence, to that point where she recognized that she did, in fact have capabilities in areas such as mathematics, calculus, physics, and chemistry. In these areas of study, she graduated Phi Beta Kappa and was accepted to 10 law schools.

I make the point because that was not a product of the school system. The changes you are talking about, may, to some degree, occur through enlightened leadership and teaching. But if you don't figure out how to get what you are saying to us and we get what they are saying back to the people, the parents, we are going to run in a circle that gets us nowhere because you can't accomplish what you are talking about unles there is reinforcement and awareness, for example, in the home.

I have no answers for this, but I think we kid ourselves if we don't go back to what you mentioned, Mr. Chairman, to the local level. It is the home; it is the election of the school board; it is the school board's selection of textbooks. If we think the Federal Government will solve the problem, we are just kidding ourselves, because we won't, any more than you can, decide what your school board will do if they don't want it. Look how much closer you are in your communities to your school board than we are in Washington to ours.

So, I think there is still going to be the need for individuals like you, and all of us, to provide this input into that local school sytsem.

I moderated for a school board meeting with the public in Honolulu for an hour, that was supposed to be a very pleasant gesture on my part. I ended up on the floor, standing for 5 hours, moving the school board off the stage so we would be down where the parents were because they wanted to tear the school board apart. I wondered what was wrong because they must have started off the system. I was there to participate at the parental level. They didn't know how to change it. So, all of the concern, all of the things we are talking about are understood, but how do you change the system.

You have to get to the school board. The school board has to get the kinds of educators, and teachers, and textbooks, and I think you are going to accomplish that; we are going to accomplish this at the local level.

There may be certain guidelines that can come out of the Federal system, but I believe, when it happens, it is going to happen down there at the local level. Until it does, we are going to be talking like this 1, 2, or 3 years from now, or whatever it may be.

Thank you very much.

Dr. SANDLER. We are going more and more to community action in many schools. Both fathers and mothers are taking more and more interest in precisely these kinds of issues. It is a complex problem and will take a long time but we will do it inch by inch, and bit by bit.

Mr. HEFTEL. All of my daughter's problems happened to be with female teachers.

Dr. SANDLER. We would ask that the Congress mandate that every man have at least one daughter. It would be helpful. [Laughter.]

Mr. LE FANTE. One of the important points of the hearing just came out. The gentleman on the end referred to the female teachers and selecting. I don't think it matters much whether it be male or female at this point, because, as you heard from Mr. Heftel, it is in the home. There is no two ways about it that the teacher is making the selection.

Whether you accept it or reject it, like it or not, many, many positions they take in life go back to the teachers and counseling at home. The parochial and provincial attitudes and the examples set forth by the home are carried out all their lives.

I am a product of vocational education. I am thankful that the children will benefit. But I don't think it is going to take hundreds of years, I am sorry.

Dr. SANDLER. I hope you are right.

Mr. BLOUIN. I used to teach fifth grade. As a nonfemale elementary teacher, I don't remember having a lot to say about the textbooks, but I do remember looking at available options that the school system used. I am not sure we ever had an opportunity to even choose a nonstereotyped textbook.

I think this is something we can do at the Federal level, to open up the opportunities and the equal availability to local school districts to initiate those kinds of efforts, options, and opportunities that they don't have available to them today. I think career education, directed at initially the elementary grades, all the way through a program of education can have a profound effect of speeding up the [illegible]-year cycle.

I have hope it is only a few generations, at most. I would like, someday, to find the particular opportunities equally available to my daughters that are available to the sons of some of my friends in athletics, as well as any other area. Maybe we can contribute to that.

Mr. LE FANTE. If I may, Mr. Chairman, I would like to make an interesting observation, particularly in my district. One of the major problems we all face is apathy. I don't know what we can do about it.

Mr. BLOUIN. That is an apathetic statement.

Mr. LE FANTE. Agreed.

This past November, 12 percent of the people selected their President and elected Representatives. However, by the end of the month, we will be having a board of education election where approximately somewhere between 33 and 40 percent of every tax dollar will be spent on education in that State. Those who put themselves forward as candidates will run on platforms, be before the public in debates and exposed within the local newspapers, on local radio, and television.

Only 11 percent of the electorate will come out in New Jersey and say, we want so and so to represent us on the board of education.

Yet, to control better than one-third of every tax dollar, to control the hiring and firing of personnel and educators, those who will select the curriculum, select the textbooks, the apathy that exists is pathetic. If you can put emphasis in this area, it would help.

Mr. HEFTEL. May I then ask the next question. Why is it, with the leadership input and initiative within the home, 89 percent of them do not vote?

Mr. LE FANTE. They blame the Congressman.

Dr. SANDLER. To a degree, women are trained to be passive. To a degree, our schools encourage women and girls to grow up as passive and to whatever degree that is true, that is partly responsible for that apathy that our children grow into and that many of us, as adults, have.

Mr. HEFTEL. It is a problem that has to be recognized as it emanates from the home or family juncture. I am not saying the responsibility is solely there, but there has to be a different concept of women and the home to keep this thing moving in the direction you are trying to take it. I don't know what they do about it.

But if we ignore that part of the problem, I don't think we are going to strictly solve the one because we are not going to address ourselves to a major area that must be addressed.

Mr. BLOUIN. I would like to thank you very much for coming, and we would ask that you continue your efforts to help.

We will adjourn until 9:30 tomorrow morning.

Chairman PERKINS. Thank you so much for coming.

[Whereupon, at 12:05 p.m., the subcommittee adjourned, to reconvene at 9:30 a.m., Wednesday, March 2, 1977.]

[Material for inclusion in the hearing record follows:]

AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

Statement on Behalf of the
American Personnel and Guidance Association

by

Dr. L. Sunny Hansen
Professor and Program Coordinator
Counseling and Student Personnel Psychology and
Director, Project BORN FREE
University of Minnesota
Minneapolis, MN

on

Elementary, Secondary Career Education Act of 1977
H.R. 7

before the

U.S. House of Representatives
Subcommittee on Elementary, Secondary
and Vocational Education
Carl D. Perkins
Chairman

Tuesday, March 1, 1977
Room 2175, Rayburn House Office Building
Washington, D. C.

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February 24, 1977

TO: Chairman Carl D. Perkins
Subcommittee on Elementary, Secondary and Vocational Education
Committee on Education and Labor
House of Representatives
Ninety-Fifth Congress

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FROM: Dr. L. Sunny Hansen, Ph.D.
Professor and Program Coordinator
Counseling and Student Personnel Psychology and
Project Director
BORN FREE

I appreciate the opportunity to submit for the record a supplement to my 1976 testimony on behalf of the American Personnel and Guidance Association on the Elementary and Secondary Career Education Act (formerly H.R. 11023, now H.R. 7).

I am a professor of educational and counseling psychology at the University of Minnesota and Director of Project BORN FREE, a career development training project to help educators reduce career-related sex-role stereotyping in elementary and secondary schools and colleges.

In writing this supplement I have drawn heavily on the paper I recently completed for the National Advisory Council for Career Education, An Examination of the Definitions and Concepts of Career Education (1976). I would ask that Part II, "Toward an Expanded Concept of Career Education," be inserted in the Hearing record as part of this statement [redacted].

I am also chairperson of the Commission for Counselor Preparation for Career Development/Career Education of the Association for Counselor Education and Supervision, a division of APGA.

First, let me commend you for a generally excellent and well conceptualized draft. The present bill appears to be a strong improvement over last year's. It is written in succinct, concise language; it recognizes the centrality of counselling and guidance to the development and implementation of career education programs; and it recognizes the need for career education to be housed in the central arm of the state education agency structure and not limited to a single department which might limit its impact.

Limitations of H.R. 7 still appear to be 1) the total omission of career development and an expanded concept of career education as a programmatic base; 2) lack of attention to reducing sex-role stereotyping through career education programs; 3) attention to special needs populations and 4) provision for research and evaluation.

An Expanded Concept of Career Education

I would like to set forth a strong argument for a concept and definition of career education broader than that proposed in Sections 2 and 11 of H.R. 7. I believe that career education, if it is to be seen as a viable concept by the many professional educators who will be its chief implementers, must be defined to include not only preparation for work but to help individuals consider work and work values in relation to other life roles and choices, such as in-work and family. Increasingly there has been recognition of the interrelatedness of human decisions and of the fact that preparation for work and choices for work cannot be considered apart from choices of life style and other life roles in family, leisure and community. I am asking that Part II of the concept paper cited earlier be inserted in the Hearing record, particularly pages 35-39 in which the principles of an expanded concept of career education are listed.

It has been my experience in working in career development, guidance, and education at all levels that for a variety of reasons many educators reject the narrow definition of career education, perceiving it to be synonymous with vocational education, too focused on skill training, too limiting for women and ethnic minorities, too tied to the corporate structure, and too much of a static matching concept. Definitions using a broader human career development rationale and framework appear to get much more support, especially from academic educators and curriculum specialists, many of whom have not been very excited about what they perceive career education to be. And it is, after all, being defined heavily as a curriculum reform effort.

Career education based on the career development of human beings, offering experience - based opportunities based on developmental theories and vocational psychology and occupational sociology - still offers a more acceptable option to many educators who may have rejected the goal of education for work even as one of the goals of education. Since the form a career education program takes will depend on how one defines it, definitions become extremely important. I would specifically like to see added to the bill a statement which recognizes that life-span career development needs of youth and adults are the primary base of career education programs and that a developmental task framework is useful in delineating such programs.

Counseling and Guidance Provisions of H.R. 7*

I am especially pleased with the provisions for career guidance, counseling, placement, and followup in the proposed bill. Evidence of the need for career guidance and counseling has never been more dramatic or pronounced. Major national studies such as those done for the National Assessment of Educational Progress, the Project Talent Followup Study, the Harris-Bowlsbey Study of 1975 and the Prediger, Noeth, and Roth Study on Career Development of Youth all attest strongly to the career needs of youth and the urgency of their need for additional counseling and guidance for career planning and career decision-making. Findings regarding sex differences in occupational awareness and aspiration and limits on choice forboth boys and girls also support the need for expanded guidance-based career education programs. The 15 percent set aside recommended in counseling and guidance should be viewed as minimal and much-needed (See support from Testimony of Eugenie Kemble, American Federation of Teachers).

Counselor Functions and Training

Several position papers have been prepared by the American Personnel and Guidance Association (APGA) and its divisions relating to career guidance, career development and career education. Three such position papers have been published, one by the National Vocational Guidance Association, [redacted] the Association for Counselor Education and Supervision, (Attach 21 [redacted] and one by APGA on "Career Guidance: Role and Functions of Counseling and Personnel Practitioners in Career Education" (Attach 20 [redacted].

Career-Related Sex Role Stereotyping and BORN FREE

Evidence of the negative psychological, sociological and economic effects of sex-role stereotyping on career options continues to mount. Project BORN FREE, which I direct, is one attempt to involve all kinds of educational institutions from kindergarten through college in dealing with the problem. Eight institutions are collaborating with the University of Minnesota in developing training materials for educators and parents to become aware of sex-role stereotyping behaviors and attitudes which inhibit and those which promote the expansion of career options. This is only a beginning. Bills such as H.R. 7 must include a provision for career education programs to confront the stereotyping problem head-on, for elimination of race and sex-role stereotyping could be one major way for career education to have a powerful impact and improve the quality of life in society. (Attach 22 [redacted]).

Research on Effects of Career Education

Answers to the most important question, "What are the effects of career education programs on the career development of the children, youth and adults for whom they are intended?" are not yet available in any definitive form. This is due in part to the limited state of the art of developing programs with solid theoretical frameworks, clearly specified objectives, implementation activities linked to those objectives, and appropriate instruments and evaluation designs to measure process and outcomes.

Answers are also lacking about what concepts or definitions of career education are represented in the thousands of programs under development. There is considerable difference of opinion in the literature about whether it is preparation for the economic work role or a broader focus on career development concepts which relate the paid work role to other life roles.

Prediger, Noeth, and Roth (1974) studied a nationally representative sample of 32,000 eighth, ninth, and eleventh graders in 200 schools to determine core aspects of their career needs. Among the significant findings were that students at all levels wanted more help than they were getting in the career domain and needed such help to cope with the developmental tasks facing them in society. Significant sex differences were found at every level in the range and type of occupational preferences expressed. The investigators saw the findings as indicating stereotypic vocational choices on the part of both girls and boys and as supporting the need for increasing the range of options for both through expanded cafeer awareness and career exploration programs.

A career education program which has a theoretical base, includes a variety of career competencies and involves both school and community activities is the Experience-Based Career Education model (EBCE). Evaluation results are presented by Buchnam (1976) who analyzed outcomes in community support, academic quality, and programmatic effects. Strong support was found from parents of students involved, from resource persons and organizations, and from past graduates. He found that 1) Students are not hurt academically by their involvement with EBCE; 2) Programmatic effects are positive and in line with expectations; and 3) Dropout rates are lower for EBCE students.

Examining the "Efficacy of Career Education," a monograph commissioned by the National Advisory Council for Career Education (1976) reports on four studies which attempt to measure the effects of career education on career awareness, academic achievement, and career decision-making. While acknowledging that program development and implementation are well ahead of evaluation and assessment, the first study tentatively concludes that programs designed to provide career awareness can make a difference in student development. Citing positive impact of career education on achievement of elementary students, the second study points out the need for more hard data regarding the impact of career education on basic skills. It suggests that the "soft data" indicate positive changes in self concepts, increased motivation, and improved work habits of students. A need for innovative evaluation procedures and instruments is also suggested.

The third study of career decision-making (particularly at the secondary level) examines a social learning theory of career decision-making and describes several programs which are somewhat limited and atheoretical. The author cautiously concludes that it is possible to plan career education programs including career decision-making objectives, to evaluate them, and to generalize career education programs which have the power to produce specific and desirable decision-making effects. The fourth paper summarizes responses of 41 other career education projects as to effects on career exploration, occupational preparation, and job placement. (Limitations of the evaluation designs and instruments are again cited).

The last study is one completed by the American Institutes for Research (McLaughlin, 1976) on the status of career education in public schools during 1974-75. The AIR questionnaire survey included 860 local school districts (96% response), 50 state education agencies, and 630 teacher education institutions. The survey found 1) There were formal career education policies in only a third of the school districts, with only three percent of the nation's students in districts with broadly implemented programs and 60 percent reporting "limited" activities; 2) Staff development activities were being carried out in 57 percent of the districts with about 20 percent of educators involved at the elementary and marked increase in participation of guidance personnel at higher levels. It was found that 85 percent of the students were exposed to work world representatives in instruction. Special efforts focusing on ethnic minorities, women, handicapped youth, and gifted were in evidence but more needs to be done. At the state level great variation in activities was found, with most states reporting funding and formal policy statements. Highest priority was for inservice staff development and the availability of career education curriculum materials. In teacher education, career education has not had a great deal of impact. Although career education is being discussed, only ten percent of the institutions have created a formal policy, and less than seven percent of teacher training budgets were allocated to career education.

These studies give only a small indication of the state of the art of career education across the nation and provide at best preliminary and limited data on the outcomes of career education programs. Theoreticians, practitioners, and legislators can nonetheless gain from them data on the career needs of youth, outcomes of a validated program, aids in program evaluation, and guidelines for state and local program implementation.

*Portions of this section are adapted from "Significant Research in Career Education," Phi Delta Kappa (In press).

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National Advisory Council for Career Education. The Efficacy of Career Education. Washington, D.C., 1976.

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Specific Recommendations

My concerns and recommendations are as follows:

1. In Section 2, line 10 - The career needs and the career development of students should be a major goal of a career education program, not only "preparation for work."
2. There is an overwhelming unmet need for special emphasis in the Act (particularly in Section 7) on reducing race and sex-role stereotyping in career options (An abstract of Project BORN FREE is attached in support of this need). See Attachmant 5.
3. It should be recognized that the research data available on career education programs (limited though it is) indicate positive effects on student self concepts, on achievement, and on basic skills, Part of Section 7(D)1 should delineate the funding for career education research and evaluation.
4. It should be recognized that if career education is to be accepted by academic and general educators, by teacher educators, and by higher education, it will have to be based on the broader developmental concept of career education and not only on the economic role of "growing up to work" as implied in the narrow definition in Section 11 (A) (B). Learner outcomes tied to developmental tasks would seem to be the soundest basis for career education program development.
5. Attention must be given (especially in Section 7) to special population needs and related programs for disadvantaged, out-of-school youth, gifted and talented, handicapped, and bilingual populations.
6. Attention must be given to post-secondary and higher education linkages,

recognizing that career education does not stop with high school.

7. To avoid unwise or premature decisions the second year, the funding order should be slightly reordered to 25 million, 75 million, 100 million, 50 million, and 25 million.

8. Under Section 5(4)A, the requirements for the state Career Education coordinator should be spelled out to include experience in counseling and guidance and in a career education project or program.

9. Section 5(4)B places counselor education administratively where it belongs and should expand the potential impact of career education (See ACES Position Paper attached; Attachment 3.)

10. In Section 7(a)C it should be clarified whether career education materials are different from career guidance materials.

11. "Secondary" schools should be defined for the record in Section 11 to indicate whether the bill means through grade 12 or two years beyond high school.

12. In Section 7(H) "professional education training" curricula should be substituted for "teacher-training".

13. In Section 5(7) insert "and services" after programs on line 10.

14. In Section 7(3)B insert "working with" after "counselors" on line 17.

Thank you for the opportunity to add these items to my previous testimony.

AN EXAMINATION OF THE DEFINITIONS AND CONCEPTS OF CAREER EDUCATION

Part II

Toward an Expanded Concept of Career Education

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PART II: TOWARD AN EXPANDED CONCEPT OF CAREER EDUCATION

An analysis has been provided of several major concepts and definitions of career education. The official federal conceptualizations of the Office of Career Education, the Bureau of Adult and Occupational Education, and the National Institute of Education have been discussed along with operational examples representing differing philosophies in the Comprehensive Career Education Model I, the Experience-Based Career Education Model, and Clustering System models.

Educational conceptualizers outside of the federal structure were identified, including more limited concepts of career education based on work, as represented by the unofficial perspectives of Hoyt and Marland, to broader views based on self-development, as represented by Hansen and Tennyson, to the broadest view of career as education for life, as represented by Gysbers and Moore.

Private agency definitions and operational models along with those of professional associations and state plans were briefly described. Critiques were also given of some of the models.

Commonalities and Uniquenesses in Concepts and Definitions

The extent to which there can be a modicum of agreement about concepts and definitions of career education, the extent to which concepts and definitions can become operational, and the extent to which career education can overcome its limitations and meet the challenges of its critics are all important to its survival. A number of statements seem to be true in light of the preceding examination of the several definitions and concepts.

1. The view that career education should not be defined has given way to a view that says it should be defined.

2. Hundreds of definitions and conceptual statements exist in the literature and vary in their rationale, goals, and focus in the following dichotomous ways:
    a. An emphasis on the paid work or occupational career versus a focus on life career.
    b. An emphasis on occupation and occupational information vs. a focus on the person or individual.
    c. An emphasis on fitting into labor market and manpower needs vs. individual choice and decision-making.
    d. An emphasis on adjusting people to a status quo society vs. helping them develop their potentials to improve and change society.
    e. An emphasis on occupational choice and job placement vs. a focus on process and life-span choice-making.
    f. An emphasis only on the economic role vs. integration of work role with other life roles.
3. Definitions also vary according to their source, the main ones emanating from vocational education, vocational guidance, and from federal and state education agencies.
    a. Definitions from vocational education sources, which dominate the literature, appear to put most emphasis on preparation for paid work, placement, skill training, work experience, and the traditional work ethic.
    b. Definitions from vocational guidance sources, less apparent in the official literature and federal conceptualizations, put more emphasis on self-awareness and development, information-processing and decision-making, the planning process, and integration of various life roles.

c. Definitions from federal agencies (USOE, NIE, BOAE) tend to stress the economic role, work experience, occupational clusters, and preparation for paid employment.

d. Definitions from state agencies appear to be a mixture of economic role orientation and career development-life role orientation, although the approved definition of the Council of Chief State School Officers appears to be in the broader direction.

e. There is a noticeable absence of definitions and support for career education from leaders in curriculum, academic disciplines, teacher education, and their formal associations. Although career education has been defined heavily as a curriculum reform movement, many of those at the heart of curriculum, instruction, and teacher education have remained either skeptical or critical.

4. Definitions and concepts vary according to their uses, although some of the uses are overlapping.

   a. A number of definitions appear to have been designed to alert the public to major problems in American education and to use career education as a vehicle for educational reform. Among these are the USOE Introduction to Career Education (USOE, 1974), the Council of Chief State School Officers' definition (Jessen, 1974), Marland's proposal for reform (Marland, 1974), Hoyt's evolving concept papers (Hoyt, 1975), the NACVE Reports (1974, 1975), and Goldhammer's capacitation model (Goldhammer, 1972).

   b. A number of conceptual models have been created to provide a rationale and theoretical base for career education program and personnel development. The details with which the concepts are fleshed out vary, but models intended to serve minimally as a basis for local program development and adaptation include those of Herr (1969), the Comprehensive Career Education Model Developmental Program Goals (Center for Vocational and Technical Education, 1972), the Life Career Development System (Walz and Benjamin, 1974), Bailey and Stadt (1973), the AVA-NVGA Position Paper (1973), Gysbers and Moore (1974), Hansen and Tennyson (1975), and the early USOE and BOAE program definitions.

c. Those definitions which have served as a basis for legislation and project funding have come almost completely out of the federal conceptualization effort. This includes the economic role definitions of NIE, of the Education-Work Linkages Study, of the College Entrance Examination Board, the Exemplary Programs and Projects definitions (1972), and definitions under Section 406, PL. 93-380 on Career Education. The interim report of the National Advisory Council for Career Education (1975) would also be included here.

d. Definitions which have attempted to chronicle the history of the field and of the concepts appear mainly in Herr's Review and Synthesis of the Foundations of Career Education (1972), his The Emerging History of Career Education: A Summary View (1976); in Super's Career Education and the Meanings of Work (1976), and Wernick et al's Career Education Primer for Educators (1975). To a limited extent, the AIR National Survey (McLaughlin, 1976) also fits this category, although it is not primarily a substantive definition.

e. A number of definitions seem to have their roots in research agencies and universities where the emphasis is on defining, structuring, implementing, field testing, and evaluating conceptual models and operational programs. Among these are the efforts of ETS-CEEB (Kroll, 1976); NIE's Experience-Based Career Education Model (Buckman, 1976); the AIR K-9 Curriculum (Dunn et al, 1973) and other AIR projects, including the continuing efforts in career decision making; the Career Planning and Support System (Campbell, 1975) at the Ohio State Center for Vocational-Technical Education; and the Hansen and Tennyson (1975) and Gysbers and Moore concepts (1974).

f. Some definitions appear to be directed toward specific developmental levels such as elementary, secondary, community college, higher education, adults, or specific populations such as handicapped, ethnic minorities, women, incarcerated, gifted and talented and economically deprived. In general, these were beyond the scope of this paper, but acknowledgment is made of the existence of concepts and definitions for these various levels and populations. Of special value are Herr's testimony for HR 3270, the Career Guidance and Counseling Act (Herr, 1975); AIR's Career Guidance for Adults (Harrison, 1976); Hoyt's volumes on career education and the handicapped and the gifted and talented; Models III and IV of the federal career education effort --- the Home-Based and Rural-Residential Models; Davenport's Career Education and Minorities (1974); and NIE's and Women's Educational Equity Act's Special Programs for Women.

5. There is much confusion in the terminology of career education.

   a. The confusion about terminology is pointed out most clearly in Super's (1976) analysis of language used by psychologists, economists, anthropologists, counselors, and career educators.

The suggestion that the terminology of career development, work, and careers must be clarified and standardized seems like a minimal one. A useful set of definitions is offered in his "Career Development Glossary for Career Education" (p. 18a). These definitions of work, play, employment, role career, job, and occupation, which come out of the career development literature, would seem to provide a reasonable starting point.

b. Confusion still exists about the words career, work, career development, career education, career guidance, and vocational education. Hoyt's ambitious attempt to redefine the word "work" to include paid and unpaid work has had about as much success as the attempts of others to redefine the word career. To most people, work still means occupation or a vocational field to which one is committed, for which one prepares, and for which one is paid; and career education to many is still synonymous with vocational education. To others, it means occupational education. That is the image conjured up by many when the words are used, and many of the criticisms of career education are of what the critics perceive to be vocational education (Grubb and Lazerson, 1975).

c. Career guidance, although it has been associated primarily with what counselors do, also has been used more broadly, especially prior to creation of the term career education (see section on State Plans, p.47ff)for discussion of differences between career guidance and career education). For example, Campbell's et al. Career Guidance: A Handbook of Methods (1974), Hansen's Career Guidance Practices in School and Community (1970), and Gysbers', Drier's, and Moore's Career Guidance: Perspective and Promise (1974) all include career development curriculum interventions by teachers, counselors, and community personnel. That is why it seems strange that career education has proceeded as though it emerged --- like Athena from the head of Zeus --- through vocational education rather than from the twin roots of vocational education and vocational guidance. Super's broad definition of career still offers a comprehensive base for career education. He redefines career as:

> The sequence of major positions occupied by a person throughout his preoccupational, occupational, and post-occupational life; includes work-related roles such as those of student, employee, and pensioner, together with complementary avocational, familial, and civic roles. Careers exist only as people pursue them; they are person-centered (Super, 1976, p. 18b).

If career education is going to become more widely accepted by curriculum leaders, by teacher educators, and by higher education in general, a broader concept and definition is imperative. Hansen and Tennyson (1975) have chosen to use the term "career development education" to communicate a broader developmental emphasis.

d. The continued misunderstanding of career education as vocational education has led some conceptualizers to avoid the term altogether. The decision of some state education agency Divisions of Vocational Education to change their title to Division of Vocational and Career Education has only contributed to the confusion. If the career education concept is to be owned by everyone, its title must also be in a neutral position and not tied to a specific sector of education, as was recognized when the Office of Career Education moved from the Bureau of Adult and Occupational Education to USOE under direct responsibility to the Commissioner of Education.

6. The context and purposes of career education as defined prior to 1971 revealed some elements on which educators can agree in 1976 but some on which there is still disagreement. Although not everyone would agree, the nine areas of agreement on the career education concept identified by Herr (1972) are that it is:

1. An effort to diminish the separateness of academic and vocational education.
2. An area of concern which has some operational implications for every educational level or grade from kindergarten through graduate school.
3. A process of insuring that every person exiting from the formal educational structure has job employability skills of some type.
4. A direct response to the importance of facilitating individual choice-making so that occupational preparation and the acquisition of basic academic skills can be coordinated with developing individual preference.
5. A way of increasing the relevance or meaningfulness of education for greater numbers of students than is currently true.
6. A design to make education an open system in that school leavers, school dropouts, and adults can reaffiliate with it when their personal circumstances or job requirements make this feasible.
7. A structure whose desired outcomes necessitate cooperation among all elements of education as well as among the school, industry, and community.
8. An enterprise requiring new technologies and materials of education (i.e., individualized programming, simulations).
9. A form of education for all students (p. 10).

Hoyt (1973) believes that consensus in definitions has been reached that career education a) is a conscientious effort, not merely an attitude or point of view (costs time and money); b) is a concept that begins no later than grade one and continues through all of adult education; c) is intended to serve all individuals rather than some special segment of the population; d) emphasizes education as preparation for work. There is also verbal agreement that vocational education is but one of several important parts of career education but not synonymous with career education. He believes agreement has been reached that career education is only part of education and not synonymous with education.

There seems to be agreement that career education is to be integrated into the total educational program and not added on as a separate course or subject. There is also strong evidence of agreement that career education must involve all elements of the community-parents, business, industry, labor, government, and the professions.

Major Criticisms of Concepts

Critics of career education have not been lacking. While it is not the intent here to review all these criticisms, (they are readily available), it is necessary to examine important criticisms related to the concept and definition.

Expanding Vocational Education. As already indicated, one criticism is that career education is just a vehicle for expanding vocational education (Grubb and Lazerson, 1975; Rogers, 1973). The attempt to vocationalize education has brought about considerable resistance to career education. Academic subject teachers in particular have been resistant (Suhor, 1973; Caldwell and Caldwell, 1973). Nonetheless, a group of representatives of professional associations brought together by Hoyt has published a volume suggesting implications of career education for the academic classroom in English, social studies, mathematics, science, foreign languages, etc. (Mangum et al., 1975).

Career Education in Higher Education. Some critics see career education so broad as to invite ambiguity and "appropriation of the term by almost any traditional form of educational practice, as well as by any new forms which may emerge" (Smith, 1976). A term so broad as to lose its meaning is just as much a threat to the future of career education as the narrow terms. Academicians have been slow to move in the area of career education. Many perceive career counseling and placement to lead to a premature foreclosure in occupations which prevents openness to learning and personal growth. They want students to learn to think and to have time for fundamental liberal arts values, including interpersonal relationships. Fear of vocationalism includes fear of closed minds and utilitarian values. Higher education has not yet explored the potentials of career development as a potentially liberating force in student development. People in higher education like to think of wholeness and, especially in the liberal arts, talk about the development of the whole person. There is reason to believe that a definition which sees higher eduction as primarily preparation for work is not going to get much of a hearing from the academic community. There are focused but broad definitions which have appeal to post-secondary faculty, and most of them appear to be centered in the concept of career development (Smith, 1976; Thoni and Olsson, 1975; Goldberg, 1975).

Resistance of Teacher Education. A rather severe indictment of career education in the Journal of Teacher Education illustrates the reservations many teacher educators have about the concept (Nash and Agne, 1973). While the criticisms are based largely on the federal conceptualization, they criticize what they perceive to be a highly specialized learning experience; a utilitarian view of life which neglects the spiritual and emotional; a specific body of skills and knowledge required of all, inconsistent with the unknown world of the future and perpetuating the antihuman elements in the corporate state; and a performance-based curriculum which will relieve the inequities of credentialism. It is apparent the authors have not been exposed to some of the broadened conceptualizations. They see the central questions as not "How much does a career pay?" or "How prestigious is it?" but "How will a career benefit my total life style?"

and "How can I help to create a society where every single human being can live a satisfying, autonomous, and creative life?"

The extremely limited amount of activity evident in teacher education as reported in the AIR National Survey (10 percent of responding institutions) attests to the need for a concept of career education with which teacher educators can identify. The Conference for Deans of Education held at Ohio State University in 1972 did not produce in that group a surge of support for career education. In spite of a few preservice teacher education projects around the country --- e.g., at the University of Georgia, Indiana University, Michigan State, the University of Minnesota, and The Ohio State University, among others --- there has not been a groundswell of enthusiasm for career education. While it was at least debated for awhile, and McKinney et al. (1975) have documented a fair amount of teacher education activity, it is not even being discussed as a critical issue in some Schools of Education, at least not by many professors of curriculum, educational administration, and elementary and secondary education who presumably are at the heart of the delivery system. It is probably more than coincidental that the Association for Supervision and Curriculum Development (ASCD) has not been among the associations officially supporting career education, has not had visible leadership for career education in its ranks, and cancelled a special Career Education issue of its journal Educational Leadership, scheduled for May, 1976. It appears that while inservice efforts continue, preservice teacher education activity has plateaued. It would seem that a different concept of career education is needed to move professional educators off the plateau.

Employment for All. Another and perhaps more important criticism of the career education concept is that it implies promises on which it cannot deliver. This view is expressed by O'Toole (1975), Freeman and Hollomon (1975), and Kroll

(1976). Essentially they challenge the argument that a job for everyone is at the end of the career education rainbow. Kroll in particular argues that because of different kinds of unemployment built into the American economy (cyclical, structural, seasonal, and periodic), career education cannot possibly be the panacea it professes to be for the economic problems of the underemployed and unemployed.

Work Ethics. Another criticism of the career education concept is that it is pushing or revitalizing the traditional work ethic (Morris, 1973). Most people acknowledge that the place and meaning of work in life is changing (not only for the young and the counterculture) and that there are multiple work ethics rather than one. Futurists indicate that work --- paid work --- will occupy fewer hours out of human lives in the twenty first century and that increased emphasis should be not on preparation for work but on preparation for other roles in a technological society, including leisure. The almost total absence of attention in career education discussions to the alternative futures so eminent in futurist literature is striking and indeed one of the valid criticisms of career education concepts. Some concepts attend to the changing nature of individuals in a changing society, but most assume a fitting into a status quo society.

Ethnic Minorities. A common criticism from ethnic minorities has been the fear that career education will track students into lower-level jobs (Kearney and Clayton, 1973; Chisholm, 1973. The results of the national conference on *Career Education: Implications for Minorities* in 1973 may have helped calm some of those fears about the impact of career education on minorities, but considerable suspicion of what career education will do to improve the quality of life for bypassed populations still exists; See p. 5 for further references to this concern.

Fears of Labor. Representatives of labor have been somewhat critical of and resistant to career education (Sessions, 1975; Bommarito, 1976). While they may agree with the need for career awareness, they fear that career education may result in channeling of children into lower level jobs. They want options for their children kept open and are concerned about too early choices. They also want their children (all children) to have a good general education, expanded career options, and a sound academic background. This view was eloquently expressed by Peter Bommarito, president of the United Rubber Workers Union of America, at the Commissioner's National Conference on Career Educaion in Houston in 1976:

> Career education can and should be an operating philosophy within our schools which helps all children become aware of the world of work in a way which broadens rather than limits their choices. It can and should help young people become aware of the world as it is as well as the way we would like it to be. It can and should be a way of bringing the community into the classroom and the student into the community. It can and should help provide options and flexibility in career choices.
>
> It cannot and should not be a new way to return to an old world of occupational predestination. It cannot and should not be an answer to youthful unemployment. That is not a problem stemming from the relevance of general education but rather a problem of an economy which does not provide enough jobs (p. 12-13).

Bommarito expressed concern that career education encourages children to leave school early, to work at substandard wages in jobs which should be held by adult workers, and that education must do more than make children job-ready with a marketable skill. Criticism was also expressed that labor has not been an equal partner with business and industry and the schools in the development of the career education concept. Nonetheless, a spirit of support was expressed for the concept along with a desire to have a part in the interpretation and definition of the concept.

Career Development of Women. That career education has not given adequate attention to career development of women or career-related sex-role stereotyping is clearly acknowledged in the literature (Vetter, 1973; Mitchell, 1973). In spite of the burgeoning of Labor Department and Women's Bureau literature and the serious efforts of the National Institute of Education to research career problems of women, many of the career education concepts appear to be geared primarily to males. The AIR National Survey (McLaughlin, 1976) found considerable stereotyping in the composition of classes and in the materials examined. Examination of conceptual models reveals little more than lip service to career development of women in most of them. Perhaps this is not unusual if one realizes that most of the definers and conceptualizers, with few exceptions, have been males socialized in the old work ethic. That all the major presenters and conceptualizers at national career education forums and conferences were male was reinforced by the Commissioner's National Conference on Career Education in Houston in November, 1976. The fact that all of the keynote speakers and general session panelists, the board of directors, and the steering committee were male gave the distinct impression that career education is a male concept. It can be strongly argued that if career education is to be a human development concept, it has to reflect the career needs of the 51 percent females as well as the rest of the population. One conceptual model which gives particular attention to the career needs of women is the CDC model described earlier (Tennyson et al., 1975). "A Career Development Curriculum Model to Promote Female Growth" is part of the larger University of Minnesota conceptual formulation (Hansen, 1974). The need for women, as for ethnic minorities, to have equal opportunity to choose, prepare for, enter, and progress in high level jobs remains a critical problem which career education has not adequately addressed.

Career Education Atheoretical. Perhaps one of the most remediable criticisms of career education is that it is atheoretical, that it lacks a solid theoretical and philosophical base. Along with this is the charge that it is anti-theoretical and anti-intellectual. This charge needs to be discussed in some detail.

There can be little doubt that the career education concept is being advanced by a great variety of educators, business-industry-labor personnel, federal agencies, state agencies, and social and behavioral scientists, some with a more theoretical orientation, others more practical, with differing kinds of expertise and with different rationales and purposes.

Part of the anti-intellectual charge has come as a result of the approach used by the Office of Career Education to define and gain consensus on career education. Agreement was sought from mini-conference participants, State Directors of Vocational Education, State Directors of Career Education, and other selected educators on the basic elements of the USOE concept. Missing from the reactor group were equal numbers of representatives from academic subjects, teacher education, curriculum, counseling, and the behavioral sciences. A high degree of consensus is reported (Hoyt, 1975) among the 275 persons attending the mini-conferences, but the extent to which this group was a representative sample is still in doubt.

One of the criticisms of the official USOE position paper and much of the federal effort is that it fails to draw on the body of empirical knowledge and theory available directly relevant to career education (Super, 1976). The literature references to vocational psychology and career development theory, for example, in the evolving concept are scarce, with most cited references coming from manpower planning and labor economics literature. The lack of an educational theory, as well as contradictions to knowledge in career development theory and research, are among the valid criticisms of career education, especially of the CCEM Model I (La Duca and Barnett, 1974). Esther Matthews, past president of the National Vocational Guidance Association, states the case well when she says a missing link is "our uneasiness with the absolute necessity for building philosophy and theory as a springboard for methods, materials, and applications. In essence, we are now confronted with random materials in search of a philosophy" (1975, p. 652).

The field of career education is not without a theoretical framework, although the federal conceptualization does not appear to have used one. There are conceptual models of career education which have attempted to relate theory and practice, to link activities to program objectives, and create theoretically-based scope and sequence models for career education. The conceptualization of Gysbers and Moore (1974) draws heavily on career development theory; Tennyson, Hansen, Klaurens and Antholz (1975) have built their career management model on the developmental and psychosocial tasks of Havighurst and Erikson, the career development theories of Super and Tiedeman, and the cognitive developmental theories of Piaget and Harvey, Hunt, and Schroder. At the operational level, the Experience-Based Career Education Model accuses John Dewey of "streaking through career education" (Owens, et al., 1974). Both Herr (1972) and Marland (1974) at least allude to the possible influence of Dewey on career education. The Mesa, Arizona, Comprehensive Career Guidance Project drew on the cognitive development framework of Harvey, Hunt and Schroder for its rationale (McKinnon and Jones, 1975); the Roseville Elementary and Secondary Career Education Project has adapted the University of Minnesota CDC conceptual framework and built in concepts of organizational change theory and career development theory (Benson and Blocher, 1975).

It may be that the best way to approach career education is to try out somebody's good idea, disseminate it, and have others use it. One of the major criticisms of the relatively few career development programs in existence in the late sixties was the fragmentation and lack of a developmental sequential framework (Hansen, 1970). Some of those criticisms still apply today. In spite of the genuine values of creativity and enthusiasm generated among practitioners by the grass roots approach, there are many educators who will not buy into a brand of career education which they see as lacking in a solid theoretical and conceptual base.

In spite of the fact that the word "developmental" appears often in the concepts and definitions, a truly developmental concept of career education is missing from the federal models. The author made this point explicitly when testifying for APGA on HR 11023, the Perkins Elementary and Secondary Education Bill in February of 1976 (Hansen, 1976). She urged a broad definition of career education based on career development theoretical models and concepts of developmental tasks, multiple talents and roles, changing individuals in a changing society, and adequate assistance and information through counseling, exploratory experiences, and career resource centers.

A Career Development Theme. The major point to be made here is that, as Matthews (1975) suggests, the career education movement, if it is to grow and impact society, can no longer afford to be "a set of random materials in search of a philosophy." The theoretical frameworks, the conceptual tools, and the program development models, methods, and materials are available; what is needed is that they be brought together, as Herr suggested in 1969, under a unifying concept with which academic and vocational educators, guidance and counseling personnel, business-industry-labor and government, and parents and students can identify. It is the proposition of this paper that that unifying concept is the career development of individuals over the life span, whether they are at home, in school, or at work. A question still remains as to whether educators at all levels, as well as community members, really want a unifying concept or prefer to go along doing their own thing; whether they can accept career-oriented education as one of the goals of education; and whether they can develop not only better education-to-work linkages but better education-to-education linkages, i.e. among educators themselves; and education-to-home linkages in order to have a more positive impact on parents, who still have the greatest influence on the career development of children and youth. It is proposed here that a broad developmental concept, drawing from the best theoretical and research knowledge available in developmental psychology, career development theory and research, vocational psychology, occupational sociology, industrial relations and labor economics holds the most promise for meeting the challenges of human career needs and for creating viable programs with a chance for support from theoreticians and practitioners alike. The remainder of this paper will attempt to outline the parameters of such a concept of career education for consideration by the National Advisory Council for Career Education.

An Expanded Concept of Career Education

In creating an expanded concept of career education, the writer has been strongly influenced by John Dewey and will integrate his ideas rather fully along with those of career development theorists and researchers. Career development as a search for meaning and purpose in experience and as a vehicle for integrating life roles will be explored.

To parallel the work of Marland and Hoyt and to obtain a more adequate perspective on the concept of career education, it is useful to examine what non-career educators are saying about reform and direction in American education. One of the most provocative and relevant discussions is that of educational historian R. Freeman Butts in his article "The Search for Purpose in American Education" (1975).

Butts recalls the Seven Cardinal Principles of education which in 1918 first broadened the social role of education to include "Health, Command of Fundamental Processes, Worthy Home Membership, Vocation, Citizenship, Worthy Use of Leisure, and Ethical Character" (p. 6). In elaborating his own Seven Historical Purposes of Education, Butts suggests that four major purposes dominated education during the first three or four decades of this century: 1) The call for academic discipline (intellectual training and cognitive achievement); 2) the call for social efficiency (utility of education to daily lives of students); 3) the call for individual development (progressive education's emphasis on the child and individual differences; and 4) the call for vocational competence (to prepare all youth for a job in the rapidly industrializing society). He points out that the rush to vocational competence has in the mid-1970s, especially in higher education institutions, been fed by a period of economic recession, growing unemployment (and underemployment), financial retrenchment, and stabilizing or declining enrollments.

Perhaps of equal if not more significance are the three fundamental purposes which have come to the fore in the last three decades: 5) the search for freedom (freedom of choice among parents, teachers, and students); 6) the search for equality (equal opportunity regardless of race or sex to eliminate inequality of access and inequality of result); and the search for community (especially political community in which the interactive processes of equality and freedom are brought into dynamic relationship). Butts sees the latter purpose as the most important and as the starting point. Calling for a different kind of reform, he says:

> American education should view its primary purpose as the achievement of the most inclusive possible community, committed to resolving the tension between the principles of freedom and equality and to promoting an active and normative commitment to justice and the principle of equal liberties. Just how to apply these principles to the knotty educational policies of access, control, support, organization, curriculum, teaching, and research ought to keep us busy enough for the coming year of discussion and planning for the massive turnaround that the whole educational system requires (p. 18).

While this brief summary does not do justice to the article, it points up some significant issues in relation to career education:

1) The kind of educational reform Butts calls for has a much larger context which goes back to the democratic principles on which this country was founded.
2) The place of vocational competence in life is one of several purposes of education and needs to be viewed in the larger context.
3) The needs of the individual and the needs of society have been and continue to be compelling forces in the search for an adequate educational philosophy and structure for American education.
4) Economic reward and materialistic goals are not the only end toward which the educational system must direct its energies.

Another source of more direct philosophical analysis of career education is behavioral scientists such as anthropologist James Spradley (1973). He suggests that career education must deal with the need to enhance the continuity between school and work but that its primary goal is "to enable every person to make informed choices as he develops his own career" (p. 17). Using the word "career" in the broader definition of "the course of one's life," he urges consideration of the lifelong process of decision-making and attention to the concepts of multiple careers, career change and career choices.

Of particular interest is his view of informational needs not only of interests and abilities and of specifications for occupations but of occupational cultures. He states:

> The world of work is not merely forty hours a week, income and promotions. It is a life style, a set of values and assumptions. It means membership in a group with its own customs and mores. The satisfactions and frustrations of a career are results of this wider occupational culture far more than they are dependent on the income and status of a job (p. 18).

Spradley sees the major means to making informed choices as career information, career experience, career skills training, contact with career models, and career decision-making. Among the potential positive consequences of this kind of an emphasis are 1) an appreciation for the dignity of many different kinds of work; 2) increased motivation through a sense of competence; 3) increased motivation through relevance; 4) increased adaptability to change; 5) increased vocational options; and 6) equal opportunity for women.

Contributions of Vocational and Counseling Psychology

Among behavioral scientists whose work has not been adequately reflected in the federal conceptualizations are the vocational psychologists and counseling psychologists, especially those who write in the area of individual differences and are concerned about stereotyping. While career education writers occasionally genuflect in the direction of Donald Super, the contributions of vocational theorists and researchers (Crites, 1969) for the most part have not been integrated into the career education concept. Although Herr (1972) in his review of the foundations of career education includes in a chapter on "Theoretical Bases" brief summaries of Ginzberg, Super, Tiedeman, Gribbons and Lohnes, Roe, and Holland, one does not get the sense that these are integral parts of the career education concept. He does suggest that they support that

1) Career development is an ongoing process which extends from infancy through at least young adulthood.

2) Career development can be described in terms of learning tasks, frequently culturally defined, which are important at each stage of development.

3) Career development is modifiable.

4) Since career development is tied to physical and personality development, its facilitation should not be compartmentalized or isolated.

5) Because the potential exists to identify the attitudes, knowledge and skills which make up career maturity or development, it is possible to develop objectives which encompass these factors.

6) Where career development theories have direct implications for education, vocational education or guidance, it is as they focus on the student or adults understanding (Herr, 1972, pp. 65-66).

The correlation of vocational psychology and career development with the views of anthropologist Spradley are apparent. Focus on career decision-making as a process, development of positive self-concepts, providing individuals with a sense of agency and control over their own lives, adaptability skills for changing life positions and roles, the multipotentiality of individuals, and the concept of career maturity are all salient aspects of current theoretical formulations and research.

It is a major contention of this paper that the gaps in the current federal conceptualizations require a reconceptualization which draws from the best knowledge available in educational theory and the behavioral and social sciences (which has been lacking), as well as from that in labor economics and manpower planning, (which has been in clear evidence), to provide a comprehensive base to help American education, through career education, achieve its goals not only for vocational competency but for human and societal development.

An expanded concept of career education is proposed in the rest of this paper. It is suggested that a theoretical rationale and framework does exist on which career education can build its operational programs and that this framework is broad enough to provide a useful integration of the efforts of all those involved in the career education enterprise. This rationale, along with principles of an evolving concept, is presented as a means through which educators can contribute to the larger purposes of not only making education more meaningful for each individual but of improving the quality of society as well.

It is proposed that the educational theories of John Dewey, along with career development theory and research, provide the most solid and unifying base for program development and conceptualization in career education for diverse settings and populations across the nation.

Dewey's Contribution to an Evolving Concept of Career Education

It is the thesis of this paper that Dewey does more than "streak through career education," as Owens et al. (1974) suggested. A review of some of Dewey's major works leads to the inevitable conclusion that the kinds of educational processes he was describing in Democracy and Education (1938) provide the most solid undergirding for the career education concept as it is evolving in the late 1970s.

Linking Academic and Vocational.

It should be pointed out that the relationship between Dewey and career education has been noted by several writers (Herr, 1972; Marland, 1974; Owens et al., 1974; O'Toole, 1975; Butts, 1975). The linkage of Dewey's thought to vocational education is especially clear. With the development of industrial education, Dewey opposed a narrowly utilitarian theory or practice. If children learn by doing, as he suggested, industrial education provided the opportunity to satisfy native tendencies to explore, to manipulate tools and materials, and to construct and create. He saw industrial education as a correlating medium for other subjects. He did not want to take industrial training out of the school system but wanted it integrated with what he called cultural education to produce workers with greater directive power in their work (Herr, 1972). Dewey was also concerned that democratic education, to which he was deeply committed, require no separation of academic and vocational and that "Knowledge (centering) around occupational activities is vital because it has reference to needs" (Marland, 1974, p. 138).

Experience and Inquiry. While indicating that Dewey's ideas have had relatively limited impact on the mainstream of practice in the public schools, Butts (1975-76) also cites the influence of Dewey on those major purposes of education related to individual development and vocational competence. Especially pertinent was Dewey's statement about the dangers of separating academic and vocational studies:

> There must not be one system for the children of parents who have more leisure and another for the children of those who are wage-earners....A division of the public school system into one part which pursues traditional methods, with incidental improvements, and another which deals with those who go into manual labor means a plan of social predestination totally foreign to the spirit of democracy.
>
> A democracy which proclaims equality of opportunity as its ideal requires an education in which learning and social application, ideas and practice, work and recognition of the meaning of what is done, are united from the beginning and for all (1915, p. 316).

Owens et al. (1974) see Dewey's theory, especially its advocacy of experiential learning, as forming a solid philosophical framework for evaluating the Experience-Based Career Education program. EBCE, described earlier, is that portion of the federal career education models designed to provide integrated learning experiences out in the community, "to integrate a student's knowledge of a variety of careers with the acquisition of cognitive, interpersonal and affective skills through a series of planned experiences with identified learning outcomes" (p. 2). The student sees meaning for activities through involvement in the "real world" in which he or she learns applied basic skills, career skills, and personal skills. The emphasis is on Dewey's inquiry model in which the learners are an integral part of the total situation, changing their environment and being changed by it. The dynamic interaction between the learner and the environment, combined with a problem-solving process, such as problems confronting EBCE students (interpersonal, communication, task, or other), are real-life problems which may occur in any work site. The continuity of relevant experience depends on the ability to link a number of separate experiences dealing with similar phenomena so that the results are generalizable to future experience (Owens et al., 1974, p. 6).

Dewey, in the restatement of his theories in 1938, pointed out that experiences may be either noneducative, educative, or miseducative. It is the responsibility of educators to structure situations —— the learning environment of the student —— to maximize the conditions of the inquiry process and the quality of educative experiences. The EBCE emphasizes processes and probably is the most sophisticated and well-conceptualized operational model of career education under development. Its clear link not only with the theories of Dewey but with vocational education's emphasis on work experience and community involvement makes it one of the viable models for career education.

Continuity and interaction. Dewey's 1938 reconceptualization of his earlier ideas stressed the importance in sound educational experience of continuity and interaction between the learner and what is learned. It affirmed an intimate and necessary relation between the processes of actual experience and education.

Besides lending support to EBCE and the concerns currently and strongly expressed by vocational educators, it provides a strong theoretical base for the kinds of developmental experiences recommended in some of the more broadly-based conceptual models of career education. Dewey criticized dualistic "either-or" thinking and cautioned against the development of principles negatively or defensively. He saw the one permanent frame of reference as the organic connection between education and personal experience. The educator should arrange for the kind of experiences which promote having desirable future experiences. He says, "...the principle of continuity of experience means that every experience both takes up something from those which have gone before and modifies in some way the quality of those which come after" (p. 35). This continuity of experience is identified with growth, and Dewey asks whether it creates conditions for further growth or shuts off possibilities for continuing growth. A fully integrated personality, in Dewey's view, exists only when successive experiences are integrated with one another. It can be built only as a world of related objects is constructed (p. 44). This concept is extremely important, not only to experience-based career education but more broadly in helping individuals see the relationship of work to other life roles.

Preparation for the Future. In emphasizing the experiential continuum, Dewey sought to prepare people for an unpredictable future. He wanted to instill realistic expectations and to equip youth to find educative experience even in the worst jobs. In describing work, he said that education must help to carry individuals over dead places in the future and that "each worker should have the education which enables him to see within his daily work all there is in it of large and human significance." He argued that education should be growth, that it should be based on self-discovery, and that it should provide a marriage between liberal and technical education" (O'Toole, 1975).

Dewey's definition of the true meaning of "preparation" has special significance for the concept of career education. It means "that a person, young or old, gets out of his present experience all that there is in it for him at the time in which he has it....only by extracting at each present time the full meaning of each present experience are we prepared for doing the same thing in the future" (p. 49). He sounds like the precursor of the futurists when he says that the persons who have some understanding about the relationship of the present and the future have the responsibility for providing the conditions for the "kind of present experience which has a favorable effect upon the future" (p. 50).

Those who approach career education from a curricular (vocational or academic), a futuristic, or a psychological perspective must see some linkages with Dewey's concept of development and growth and the interaction and continuity of experience. Combined with the emphasis on experience-based cognitive reflection and problem solving, these concepts provide a promising, logical unifying base for the career education concept.

Career Development Theory's Contribution to an Evolving Concept

The second body of knowledge which offers an undergirding for career education is career/vocational development theory and research. Although it also appears in bits and pieces in the career education literature, as pointed out earlier, it does not appear to have had a profound impact on the federal conceptualization. It is therefore proposed that the evolving concept incorporate more fully knowledge from vocational psychology (Crites, 1969) and career development (Borow, 1966; Super, 1976) and its applications in career guidance (Harris-Bowlsbey, 1975; Hansen, 1972; Leonard and Vriend, 1975). Aspects of career development theory already have been described in some of the non-federal conceptualizations. Attempts will be made here to identify those strands of career development theoretical formulations which appear to be most relevant to the career education concept, particularly those of Donald Super and David Tiedeman.

Contributions of Super. Super's (1953) definition of vocational development which linked the choice of an occupation with the implementation of a self concept is well known. He suggested that career is a *sequence of positions* in the life of an individual of which *occupation* is only one. His framework is that of life stages and the positions and roles people occupy as they go through each life stage, along with the developmental tasks facing them. In Super's more recent view, life stage theory brings out the fact that as people mature, they play a variety of roles in a variety of theaters and that identification of these roles and theaters is helpful in understanding the nature and sequences of careers (Super, 1975). The roles he identifies are those of child, student, worker, spouse, parent, homemaker, citizen, "leisurite," annuitant, and patient. The theaters are the home, community, school, workplace, and retirement community or home. While some have questioned the adequacy of the five vocational life stages Super defines (growth, exploration, establishment, maintenance, and decline) as accurate descriptors of the life stages of women and men today, the life-stage framework is a useful one. The concept of career patterns and different patterns for women and men also requires a different kind of thinking about human vocational behavior. His description of continuous careers vs. discontinuous careers and of ego-involving and expressive occupations vs. society-maintaining and responsive occupations is extremely important in thinking about kinds of curriculum, counseling, and other interventions needed to facilitate career development for different populations over the life span (Super, 1976).

Super (1976) identifies the following objectives of career education and career guidance to counteract misunderstanding and the non-utilization of concepts of career development and career maturity in the earlier career education conceptualizations:

> 1) To provide students with an understanding of the nature and sequence of life stages and of career stages, of the developmental tasks which characterize these stages, and of the changing major roles which people play (in sequence and simultaneously) in the various theaters of activity in the several life stages;
>
> 2) To help students develop realistic self concepts, with esteem for themselves and others, as a basis for career decisions;
>
> 3) To develop in students a realistic and appreciative understanding of the evolving world of work, with a broad perspective on opportunities and a specific focus on one or more clusters of occupations, together with knowledge of the educational and occupational changes which may be encountered;
>
> 4) To help students know and appreciate the many changing avocational, domestic, and civic outlets for developed interests and abilities, outlets which in an automated society often supplement, complement, or even supplant paid work in making a satisfying career;
>
> 5) To provide a basis for the making of sequential, increasingly specific, and sometimes recycled career decisions in which self and occupational knowledge are synthesized for self-realization in work, in homemaking, in civic life, and in leisure, in ways

> which meet social as well as individual needs;
>
> 6) To make these experiences available in ways appropriate to all students at each stage of their formal and continuing education (p. 43).

The more specific developmental performance objectives of the Minnesota Career Development Curriculum proceed from similar general objectives.

Contributions of Tiedeman. Tiedeman's major contribution to career development theory is a self-constructionist concept of the ability of individuals to exercise control over the development of their own careers and over the process of career decision-making. From his earlier conceptualization of self differentiation-integration (with O'Hara, 1963), he currently emphasizes the self as an agent of direction in this process of decision-making in which the individual becomes more conscious and deliberate in that process (Tiedeman, 1975; Tiedeman and Miller-Tiedeman, 1975). While some of Tiedeman's theory is difficult to understand and perhaps less fully tested out, its basic tenets have provided part of the base for models which have a more humanistic orientation, such as Gysbers' and Moore's (1974) Career Conscious Individual and Hansen and Tennyson's (1975) Career Development Curriculum.

Major Principles of Career Development

Major principles drawn from the career development theories by Hansen and Tennyson are as follows:

> 1) Career development is a lifelong process of self-development, work being viewed as a vehicle for self-clarification.
>
> 2) Career development includes the opportunity to examine life roles, occupations, and life styles.
>
> 3) The process of life-span career development and decision making is emphasized more than specific choice or choices.

> 4) Management of one's career, the power to direct one's future, the ability to maximize control over one's life is a major goal.
>
> 5) The concept of multipotentiality - that each person has the potential for success and satisfaction in a number of occupations - frees individuals from the fear of making wrong choices and increases their available options.
>
> 6) Commitment with tentativeness is integral to a concept based on changing individuals in a changing society and one which recognizes the importance of chance or random factors in career decisions(Hansen and Tennyson, 1975; p. 641).

Harris-Bowlsbey (1975), who also concurs that career development is a basis for career education, suggests that 1) career development is a lifelong process which can be differentiated into definable stages, based on developmental tasks and coping behaviors; 2) choice of an occupation is as important for making a life as it is for making a living; 3) individuals can exercise a larger degree of control over career choices and emergence; and 4) the influence of race, sex, or minority-group membership should be erased (pp. 5-6).

The foregoing discussion embodies a number of tenets which it is proposed should be included in the expanded career education concept. Among the writers who have evidenced awareness of career development theory in discussing career education, Harris-Bowlsbey (1975), developer of one of the most advanced systems of computer-assisted vocational guidance, believes several of the newer career development concepts already have been adapted in the career education movement; Super criticizes the misuse of terms, the multiplicity of definitions for the words occupation and career, and the nonutilization of theory; and Hansen and Tennyson (1975) and Gysbers and Moore (1974) have built conceptual models utilizing career development theory. It is of interest that most of these criticisms and models have come from the field of career guidance, an area whose history and contributions are also much ignored in the formal conceptualizations.

A case has been made for the concept of career education to be expanded beyond an economic and vocational education emphasis to include a vocational psychology, career development, and career guidance emphasis. The need for curriculum development and teacher education leaders to be among the viable conceptualizers and definers also has been expressed. When the Association for Supervision and Curriculum Development recently dedicated an entire issue of its journal to the question "Who Is Involved in Curriculum Development?" there was no evidence of a response relating to career education (Educational Leadership, October, 1976).

Societal Trends and Career Education

Career Education and Futurism

The obvious linkage between concepts of career education and the emerging field of futurism also needs to be more fully explored.* A basic question is how career education can contribute to both the individual's and institutions' capacity to not only deal with change but to create change. The futurists' projections and scenarios about changes in housing patterns, transportation patterns, marriage and family patterns, and citizenship patterns, as well as work patterns, in an advanced technological society have enormous implications for the career education concept. The growing interest in such expanding fields as environmental engineering, solar energy and human services (new societal-need occupations) reflects a different kind of emphasis needed to develop and recycle both natural resources and human resources in career education programs. If futurists' projections that the human life span will increase in the twenty first century are accurate, new ways of thinking about work, career, and leisure will be required, and the vocational life stages and developmental tasks may have to be redefined. Already this is beginning to happen as society addresses the needs of adults in midlife career shifts (Schlossberg, 1975), women and ethnic minorities (Harrison, 1976), and senior citizens seeking to experience greater joy and self-direction and to extend their active lives (Sarason, Sarason and Cowden, 1975). The need to help individuals get some control over change and to help construct desirable alternative futures as they begin the process of aging is widely acknowledged in the literature. Developing the capacity of individuals to construct their own experience and control their environment is one of the most important - yet elusive - goals in society and in career education (Hansen, 1976a).

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* Portions of this section were adapted from "Counseling for a New Era," a paper presented by the author to the American Personnel and Guidance Association Convention, Chicago, Illinois, April 14, 1976 (Hansen, 1976a).

Choice Dilemmas. The dilemmas of choice and the need to help individuals make creative choices among the roles and goals available to them over the life span must be addressed by career education. Increasingly women and men in our society are choosing their own life roles. With increasing self awareness, they are becoming insistent on choosing - even creating - the goals and means they consider to be of value to themselves and society. Because of the difficulty of knowing the range of options available and the means to achieve them, career education must assist in creating options and in helping individuals acquire the skills for choosing —— whether that choice relates to partner, community, family, leisure, or work; it must also help individuals acquire the skills for planning, reflecting on, and integrating the various roles of their lives in relation to their own values and value systems.

Since many women and men in American society do not have a real choice, one of the visible goals of career education must be to increase the range of choices in work and family and the means to attain them. If career education is going to stress creative choices and expanding options, it must help individuals literally transcend their socialization, and without demeaning those of other generations or cultures who may believe in old norms and symbols (such as the traditional male work ethic), open possibilities for new roles and combinations of roles.

Sex-Role Stereotyping. Career education, if it is to break down some of the sex, race, and ethnic stereotypes about which it professes concern, must communicate that new roles and multiple roles are both possible and desirable for both women and men. This is consistent with the multipotentiality concept which suggests individuals have potential to do many things and that they may choose to develop and use certain potentials at different stages and in different roles in their lives. Implicit in this is the need to learn which roles are most satisfying to each individual and how to attain them. Through career education individuals need to learn that they may choose concurrent roles as father, husband, and worker or as mother, wife, and worker; or that they may choose sequential roles over the life span, giving different amounts of time and energy to those roles at different stages of life; that they can have shared roles rather than owned roles --- sharing with their partner the jobs of breadwinner, volunteer, babysitter, child-care worker, cook, and housekeeper; as well as opening up new roles in which individuals can work and play, use their talents, and develop their interests; that they can have multiple roles or they can have one; that they can and may be single workers and not necessarily part of two-worker families. With the concern about both unemployment and underemployment and the changes in the composition of the work force, as well as in the condition of the work place, individuals need to know that everyone does not have to be out in the job market or hold a wage-earning job. Career education needs to provide exposure to people in both traditional and nontraditional patterns of work and family --- from single person to nuclear family to dual careers to equal partnerships to shared jobs to single parents to communal families --- and other kinds of career patterns which may emerge in the future.

Principles of an Expanded Concept

Much has happened through career education efforts in the past several years that has been constructive. At this point in time, however, it is necessary to broaden the concept so that it includes not only the economic role but other life roles as well. Economic participation, especially for those who have been outside the opportunity structure, remains an important part but not the only focus of career education programs.

It is proposed that if career education is to become acceptable to greater numbers of educators at all developmental levels and to achieve its goals, the expanded concept of career education should include the following principles which have major implications for legislation, training, program development, and implementation.

1. The expanded career education concept is a person-centered concept which takes into account the changing nature of both individuals and the environment and the concurrent need for flexible and adaptable human beings (Hansen, 1974b). This means developing people for situations and competencies which may not exist now and for largely undetermined futures. It also means helping them to create desirable alternative futures.

2. *The expanded career education concept is a humanistic developmental one which integrates into its basic aims the twin goals of human development and experience.* This implies a view of development as positive growth and of experience as the need for continuity and interaction between the learner and what is learned. Through exploratory work experiences, with the help of educators, individuals can learn to integrate self knowledge with occupational knowledge in their career decisions.
3. *The expanded career education concept builds on a solid rationale and conceptual framework of the best knowledge available in career development theory and research.* This means that programs are based on what is known about the occupational socialization process, career needs of youth and adults, stereotyping and information processing, developmental tasks at different life stages, and career decision-making processes.
4. *The expanded career education concept identifies a sequential, kindergarten-to-adult set of objectives from the empirical literature in developmental psychology as a basis for exposing all individuals through curriculum, counseling, and community to a wide spectrum of career knowledge, information, skills, and attitudes.* This includes knowledge of self, of educational, occupational, family, and leisure alternatives, and of vocationally related skills, and emphasizes the centrality of the career decision-making process.*
5. *The expanded career education concept continues to provide for a wide range of two-way community involvements, paid and unpaid, including alternative education-to-work linkages, business-industry-labor-government*

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*Adapted from a paper presented by the author in *A Comprehensive View of Career Development*, Walz, Smith, Benjamin. Washington: APGA Press, 1974.

internships and exchanges, parent and worker involvements in schools, and student involvement in community. This means continuing the search for effective ways to utilize community resources and to create flexible school structures to expand career exploration opportunities for individuals.

6. *The expanded career education concept, recognizing the need for individuals to know a great deal about the occupational and educational world in order to manage it, acknowledges that many occupational clustering systems and career information systems can be utilized to assist in acquiring, knowing, and processing information*. This includes the need to more fully incorporate the advanced work done on computer-assisted career guidance and information systems across the nation.

7. *The expanded career education concept recognizes the central place of counseling and guidance as part of its delivery system and the unique historical and contemporary contributions of vocational and career guidance to the career development of children, youth, and adults*.

8. *The expanded career education concept recognizes the importance of role integration --- the need for individuals to examine and prepare for work roles in relation to other life roles in family, community, and leisure --- and to clarify their values with respect to the meaning of work in their lives*.

9. *The expanded career education concept reaffirms the importance of helping individuals in the transition from school to work, school to further education, and school to other alternatives, and of the need for educational institutions and agencies to more adequately fulfill the placement functions in assisting individuals to take the next step or reach the next stage*. It recognizes that paid employment is only one of the possible outcomes of career education.

10. *The expanded career education concept stresses the importance of attending to special needs of bypassed and underserved populations, especially women, the handicapped, ethnic minorities and those in poverty*. More emphasis on

career needs of economically, physically and mentally handicapped, ethnic minorities, and women must be an integral part of the evolving definition, accompanied by genuine efforts to eliminate the occupational stereotyping and sex-role socialization which limit choice for both women and men.

11. The expanded career education concept is seen not only as a response to crisis in education but as a comprehensive, unifying concept of human development which can provide a means for effecting change within individuals (faculty and students) and institutions. This means attention must be directed not only to the substance of career education but to systems change process if career education is going to become available through a variety of strategies delivered by all segments of school and community. The need is for a coordinated approach which includes administrators, classroom teachers, vocational educators, counselors, parents, and community. Also needed is a clear delineation of the most appropriate functions of teachers, of counselors, of community, and of media in the career education effort.

12. The expanded career education concept is a time-oriented concept which recognizes that it can help individuals not only prepare for the future but to see the relationship of the future to the past and present. It emphasizes the present as part of career and the need for individuals, as they choose, develop, experience and integrate their various life roles, to gain a sense of self-direction and manage with some deliberateness the stage of career they are in at present.

While it is difficult if not impossible to obtain real consensus on definitions of career education and its related terms, the following modified definitions, originally presented as a supplement to APGA testimony given on the Perkins' Elementary and Secondary Career Education Act (Hansen, 1976b), are offered for consideration:

Expanded Definitions

CAREER DEVELOPMENT is

- . a continuous, lifelong person-centered process of developmental experiences
- . focused on seeking, obtaining, and processing information
    - . about self (values, interests, abilities),
    - . about occupational-educational alternatives,
    - . about life style and role options,
    - . about socioeconomic and labor market trends, and
- . engaging in purposeful planning
    - . in order to make reasoned decisions about work
    - . and its relation to other life roles
    - . with benefit to self and society.

CAREER EDUCATION is

- . a person-centered developmental, deliberate and collaborative effort
- . by educators, parents, and business-industry-labor-government personnel
- . to systematically promote the career development of all persons
- . by creating experiences to help them learn academic, vocational, and basic skills,
- . achieve a sense of agency in making informed career decisions,
- . and master the developmental tasks facing them at various life stages
- . through curriculum, counseling, and community.

CAREER GUIDANCE is

- . a systematic program involving counselors and teachers
- . which is part of career education
- . designed to increase one's knowledge of self,
- . of occupations, training paths, and life styles,
- . of labor market trends and employability skills, and
- . of the career decision-making process and
- . which helps the individual gain self-direction
- . through purposefully and consciously
- . integrating work, family, leisure, and community roles.

ACES POSITION PAPER

COMMISSION ON COUNSELOR PREPARATION FOR CAREER DEVELOPMENT/CAREER EDUCATION

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Approved by

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at APGA National Convention
April 13, 1976

Chicago, Illinois

ACES POSITION PAPER
COMMISSION ON COUNSELOR PREPARATION FOR CAREER DEVELOPMENT/CAREER EDUCATION

Recommendations

Recognizing the inadequacies felt by many counselors in meeting the career guidance needs of children, youth, and adults in our society, ACES makes the following seven recommendations to counselor educators and supervisors as a beginning step toward improving preservice and inservice training in career development, career guidance, and career education:

1. Counselor preparation should train counselors for major leadership functions in the provision of career guidance for children, youth, and adults.
2. Counselor preparation should emphasize that career education, broadly defined with major emphasis on self and value development, provides the most feasible framework within which to deliver comprehensive career guidance to all persons.
3. Counselor preparation should draw upon career development theory and research to provide a solid conceptual framework, organizing center, and central focus for career education and career guidance.
4. Counselor preparation should train counselors for collaborative relationships with other educators, the community, and parents to infuse career education into the curriculum.
5. Counselor preparation should provide counselors with skills in the development of guidance-based career education programs, including the identification of developmental tasks, objectives, and strategies for program implementation and evaluation appropriate to the specific population served.
6. Counselor preparation should provide counselors with skills in organizational development and the change process in order that they may more effectively implement career education and career guidance in schools and agencies.
7. Counselor educators should initiate and encourage research on career development, career guidance, and career education to provide documentation for program outcomes.

The following sections of this paper provide the background and rationale for these recommendations, along with further delineation of the counselor competencies needed to develop more effective career guidance and career education programs.

Background

In July of 1974, the President of ACES appointed the Commission on Counselor Preparation for Career Development/Career Education. The Commission, composed of persons representing each geographical region of ACES, was charged with a variety of tasks revolving around the career development component in the preparation and supervision of counselors. This Position Paper was developed by the Commission in an effort to explore and make recommendations regarding the roles and responsibilities of counselor educators and supervisors in the preparation and upgrading of counselors in career development and career education.

Rationale for Change in Counselor Preparation and Supervision

Counseling, as well as other socially oriented professions, must be responsive to societal change if it is to remain a viable service to contemporary individuals and institutions. Through the years the profession has demonstrated its responsiveness by continuing modification and expansion of services to meet the ever changing needs of a wide variety of clientele. Although the formal counseling profession was spawned under a vocational guidance rubric in the early 1900's, it has evolved through a number of cycles and changes in emphases, for the most part in response to societal demands. Few, for example, would question the superb response of the profession to one of its greatest challenges - The National Defense Education Act of 1958.

Today, again due to the needs of various publics, a still greater challenge to the profession is occurring. That challenge, being heralded by persons within as well as outside the profession, is the challenge of career development. The need to place career development as one of the very highest priorities of the profession can be attributed to a number of current social factors converging to stimulate interest in the career development needs of individuals at all ages. The Position Paper on Career Development by the NVGA/AVA Commission on Career Guidance and Vocational Education (1973) reflects several of these factors:

1. The growing complexity in the occupational and organizational structure of society which makes it difficult for a person to assimilate and organize the data necessary to formulate a career.
2. The increasingly rapid technological change demanding human adaptability and responsiveness.
3. The increasing national concern with the need to develop all human talent, including the talents of women and minorities.
4. An ardent search for values which will give meaning to life.
5. The need for specialized training to obtain entry jobs.
6. The apparent disenchantment expressed by students who have difficulty relating their education to the rest of their lives.

Nationwide studies of both secondary and post-secondary students have reaffirmed that individuals of all ages and stages of life desire more help in career planning and career decision making than they have been receiving. Due to these factors, it is becoming increasingly evident that much greater attention must be given to career development if both individuals and society are to realize their fullest potential. In response to these social forces, a number of individuals and groups have actively advocated a greater career development thrust in the counseling profession.

The Call for Change: A Decade of Concern

For more than a decade, individuals and divisions of the American Personnel and Guidance Association have been actively involved in the promotion and development of career guidance programs. Since 1965, a large number of national, regional, and state conferences have been held to identify career development needs of various clientele groups and to develop effective methods of career guidance. In addition, numerous publications and position statements have been formulated to promote career development programs for all persons.

Conferences. In 1966, NVGA sponsored a conference entitled, "Implementing Career Development Theory and Research through the Curriculum." The conference brought together a wide variety of professional personnel to engage in dialog and identify methods for moving from theory to practice in career development. During the late 1960's, The Center for Research and Leadership Development in Vocational and Technical Education at The Ohio State University organized and conducted several conferences to explore the vocational aspects of guidance. These landmark seminars considered career guidance from the "cradle to the grave" and involved persons from a wide spectrum of professions, including psychology, sociology, guidance, general education, vocational education, government, labor, and the business and industrial community. The National Seminar on Vocational Guidance (1966), jointly sponsored by APGA and AVA, was one of the first conscious attempts to continue the dialog among all those involved in the vocational guidance of youth.

Several conferences focused on counselor education and supervision. An AVA/APGA sponsored national seminar on vocational guidance (1967) was largely devoted to counselor preparation for career guidance. In 1966, the College Entrance Examination Board supported a conference to examine critical issues in the preparation of counselors to meet the career guidance needs of students planning for a wide variety of types of post secondary education. In December of 1965, the U.S. Office of Education supported a major conference entitled, "The Vocational Aspects of Counselor Education." Participants in this conference proposed changes in counselor preparation which are as relevant today as they were a decade ago. These changes included greater attention to career development theory and practice, business/labor/education cooperation, curriculum development, field experiences, and placement services.

Publications. APGA, and particularly NVGA, sponsored the publication of several professional references designed to promote effective career guidance practices for all individuals. Representative examples include Teachers' Role in Career Development (1963), Man in a World of Work (1964), Career Guidance Practices in School and Community (1970), Career Guidance for a New Age (1973), and Vocational Guidance and Human Development (1974). In addition, every major divisional journal of APGA has included one or more articles regarding career development, career education, and career guidance. Illustrative of APGA's high priority for career development is the, May, 1975, special issue of The Personnel and Guidance Journal, which was devoted to Career Development: Guidance and Education.

NVGA/AVA Position Paper

If the 1960's could be depicted as the re-creation of concern for career development, then the 1970's might well be described as a period of position statements attempting to clarify the roles and responsibilities of counselors, teachers, administrators, and others in the delivery of career guidance. The National Vocational Guidance Association and the American Vocational Association jointly authored and adopted a position paper in 1973 which has considerable significance for the counseling profession. It was an attempt to bring together, in a single position statement, the basic elements of career development and to examine its potential for all of education from kindergarten to adulthood. It is NVGA's position that a career guidance program should assist the individual to assimilate and integrate knowledge, experiences, and appreciations related to:

1. Self-understanding, which includes persons' perceptions of their own characteristics, and their relationships to others and to the environment.
2. Understanding of the working society and those factors that affect its constancy and change, including worker attitudes, lifestyles, and mobility.
3. Awareness of the part that leisure plays in a person's life.
4. Understanding of the multiple factors to be considered in career planning.
5. Understanding of the information and skills necessary to achieve self-fulfillment in work and leisure.

It continued by outlining 18 career guidance experiences in which each individual should have an opportunity to participate. In addition, NVGA and AVA placed the career guidance leadership and coordination responsibilities directly on professional guidance personnel. Roles of counselors, teachers, administrators, peers, and the community in well functioning career guidance programs were also described.

APGA Position Paper

Career guidance personnel have strongly supported increased counselor and teacher involvement in career education. An APGA position paper entitled, Career Guidance: Role and Functions of Counseling and Guidance Personnel Practitioners in Career Education, was adopted by the APGA Senate in March of 1975. APGA endorsed the following 13 counselor roles as desirable in career education programs at any educational level. The counselor should:

Leadership Functions

1. Provide leadership in the identification and programmatic implementation of individual career development tasks.
2. Provide leadership in the identification, classification, and use of self, educational, and occupational information.

3. Provide leadership in the assimilation and application of career decision making methods and materials.

4. Provide leadership in eliminating the influence of both racism and sexism as cultural restrictors of opportunities available to minority persons, females, and others who may be affected.

5. Provide leadership in expanding the variety and appropriateness of assessment devices and procedures required for sound personal, educational, and occupational decision making.

6. Provide leadership in emphasizing the importance and carrying out the functions of career counseling.

Participatory Functions

7. Serve as liaison between the educational and community resource groups.

8. Conduct career guidance needs assessment surveys.

9. Organize and operate part-time and full-time educational, occupational, and job placement programs.

10. Conduct follow-up, follow-through, and job adjustment activities

11. Participate in curriculum revision.

12. Participate in efforts to involve the home and family in career education.

13. Participate in efforts to monitor and assess operations and communicate the results of those activities to other practitioners and clientele, as appropriate.

It is APGA's position that the implications of these roles for counselor functioning and preparation are great. Those of most significance follow:

1. A change toward further emphasizing the counselor as a member of the career education team and away from emphasis as an isolated professional.

2. A change toward greater counselor involvement in the business/labor/industrial community as well as in the home environment.

3. A change toward emphasizing career guidance in lifestyle terms and away from the narrow view of occupational guidance often emphasized in the past.

4. A change toward emphasizing the counselor as a major influencer of curriculum change and away from a view of the counselor as one who helps students adjust to the curriculum.

5. A change toward helping others use some of the expertise and understandings developed by the personnel and guidance movement. The direction is away from attempting to make such data the exclusive province of the counselor.

6. A change toward using the concept of work as a means of helping students acquire self-understanding and personal meaningfulness.

7. A change toward counselor activity and involvement in the broader environment.

APGA recognizes that to effect these kinds of changes, massive inservice education efforts must take place as well as significant changes in the professional preparation programs for pre-service counselors. The roles proposed here and the resulting changes in functioning are consistent with those implied by the NVGA/AVA Position Paper on Career Development, as well as statements by key guidance leaders during the last decade.

Career Development Needs of Special Groups

One of the most fundamental developments of this decade has been the increasing amount of attention directed toward the special career development needs of groups which have not traditionally been priority recipients of career guidance. Increasingly women, ethnic minority groups, the disadvantaged and handicapped, and persons in mid-life (females and males) are demanding high quality career counseling. As equalization of opportunity continues to become a reality, career guidance programs must be developed for all persons, with special attention focused on needs which may be characteristic of males and females of a particular race, age, or socio-economic status.

Federal Legislation

APGA, in an effort to secure the necessary funding to implement the changes recommended by the above position statements, individuals, and special interest groups, committed itself to legislative efforts aimed toward obtaining these resources. APGA's efforts are organized in two basic legislative areas. Of highest priority is lobbying for the passage of federal legislation specifically designed to improve career guidance and counseling programs and personnel. Such a career guidance and counseling act would provide funding support for program development as well as for professional personnel development. The second major area involves influencing legislation which is not totally devoted to career guidance, but which has a career guidance component. Here, APGA seeks to assure that professional guidance personnel play a major role in decision making regarding programs in the guidance component, and that trained guidance personnel either provide the direct or supervise the indirect services called for in the career guidance component of the legislation.

Summary

Any major proposed change in counselor preparation and supervision requires a strong rationale which this section has attempted to provide. Major forces both within and outside the counseling profession are calling for significant reform in the focus and functioning of counselors at every level. Change is called for by professional publications, by conferences, by position statements, by special interest groups, as well as by APGA itself.

Given such widespread support by professional organizations and individuals, how then, can practicing and pre-service counselors be prepared to provide extensive career guidance? ACES' mandate for providing leadership is clear, for it has the major responsibility in this endeavor. ACES through its regional and state divisions, and through efforts of individual counselor educators and supervisors, must create and implement necessary programs even if sufficient federal support is not forthcoming.

Position of ACES

The Association for Counselor Education and Supervision concurs with the observations and recommendations regarding desirable changes in counselor role and function incorporated in the APGA Position Paper, Career Guidance: Role and Functions of Counseling and Guidance Personnel Practitioners in Career Education, and the NVGA/AVA Position Paper on Career Development. It is the position of ACES that ALL students and adults should be provided with career guidance opportunities to insure that they:

1. Understand that career development is a lifelong process based upon an interwoven and sequential series of educational, occupational, leisure, and family choices.
2. Examine their own interests, values, aptitudes, and aspirations in an effort to increase self awareness and self understanding.
3. Develop a personally satisfying set of work values which leads them to believe that work, in some form, can be desirable to them.
4. Recognize that the act of paid and unpaid work has dignity.
5. Understand the role of leisure in career development.
6. Understand the process of reasoned decision-making and the ownership of those decisions in terms of their consequences.
7. Recognize that educational and occupational decisions are interrelated with family, work, and leisure.
8. Gather the kinds of data necessary to make well-informed career decisions.
9. Become aware of and explore a wide variety of occupational alternatives.
10. Explore possible rewards, satisfactions, lifestyles, and negative aspects associated with various occupational options.
11. Consider the probability of success and failure for various occupations.
12. Understand the important role of interpersonal and basic employability skills in occupational success.
13. Identify and use a wide variety of resources in the school and community to maximize career development potential.
14. Know and understand the entrance, transition, and decision points in education and the problems of adjustment that might occur in relation to these points.
15. Obtain chosen vocational skills and use available placement services to gain satisfactory entrance into employment in relation to occupational aspirations and beginning competencies.

16. Know and understand the value of continuing education to upgrade and/or acquire additional occupational skills or leisure pursuits.

The Role of the Counseling Profession

ACES believes that counselors must take a major leadership position in the provision of the types of career guidance programs implied above. ACES also recognizes that, although counselors play a major leadership function in the provision of career guidance programs, they are by no means the only persons responsible for their delivery to children, youth, and adults. Parents, teachers, peers, administrators, and members of the community must all assume active roles if effective career guidance programs are to reach ALL students and adults. Thus, in addition to the provision of direct career guidance services, counselors must also take responsibility for the facilitation of various types of indirect services.

It is the position of ACES that career education, broadly defined with major emphasis on self and value development, provides the most feasible framework within which to deliver comprehensive career guidance programs to all persons. Career education is a unifying concept around which counselors and other professional personnel can conveniently rally. The counselor should take an active leadership role in the development and implementation of guidance based career education programs. This career development emphasis should occur not only in the public schools (K-12), but also in institutions of post secondary education and community agencies.

Necessary Counselor Competencies in Career Guidance

In order to assume and maintain leadership positions in the delivery of career guidance to all individuals, ACES believes that counselors must have a set of at least 15 common areas of competence which should be acquired during pre and/or inservice training. Counselors, regardless of their employment setting, should have knowledge and competencies in the following areas:

1. Career and human development theory and research, and the skills necessary to translate this knowledge into developmental career guidance and career education programs.
2. Career information resources, and the necessary skills to assist teachers, administrators, community agency personnel, paraprofessionals, and peers to integrate this type of information into the teaching-counseling process.
3. Career assessment strategies, and the skills necessary to assist individuals to use these data in the decision-making process.
4. Individual and group counseling practices, and the skills necessary to assist individuals in career planning using both approaches.
5. Career decision-making processes, and the skills necessary to implement programs designed to facilitate career decision-making for clientele in educational and community agency settings.
6. Job placement services, and the skills necessary to assist their clientele to seek, acquire, and maintain employment.
7. The unique career development needs of special clientele groups (women, minorities, handicapped, disadvantaged, adults, etc.), and the skills necessary to assist them in their development.

8. Sexism and racism, and the necessary skills to reduce institutional discrimination in order to broaden the career opportunities available for all persons.
9. The roles that life style and leisure play in career development, and the skills necessary to assist clientele to select and prepare for occupations which coincide with various preferences.
10. Consultation strategies, and the skills necessary to assist others (teachers, parents, peers, etc.) to deliver indirect career guidance services.
11. Synthesizing strategies, and the skills necessary to assist individuals to understand the interrelatedness of their career decisions and life roles.
12. Program development and curricular infusion strategies, and the skills necessary to design and implement career awareness, self development, career exploration, and job placement programs within educational and community agency settings.
13. Organizational development and change processes, and the skills necessary to facilitate change in educators' attitudes toward career education.
14. Program evaluation techniques, and the skills necessary to acquire evidence of the effectiveness of career guidance and career education programming.
15. Educational trends and state and federal legislation which may influence the development and implementation of career guidance programs.

Role of Counselor Educators and Supervisors

Elaborating on the seven initial recommendations, ACES believes that counselor educators have a responsibility to help pre-service counselors to become effective facilitators of change as well as provide consultative inservice training in schools and agencies. Counselor educators should also provide staff development for other counselor educators, educational administrators, teacher educators, and others to help bring about a collaborative effort in career education. They should also be prepared to offer consultation to related local, state, and national professional associations. In addition, counselor preparation should take leadership in identifying a more complete set of career development competencies, behaviorally stated and measurable, which counselors need to function effectively in career guidance and career education.

Role of ACES

ACES, as the professional association representing counselor educators and supervisors, must take the leadership role to assure that practicing counselors as well as pre-service counselors acquire the necessary competencies in career guidance and career education. Accepting this mandate for leadership, ACES will:

1. Continue to support APGA's efforts for passage of federal legislation designed to meet human needs through the further development of career guidance programs and career guidance personnel.
2. Strongly support the career development movements in public schools, institutions of post secondary education, and community agencies.

3. Propose changes in counselor preparation programs and state certification standards to include expanded competencies in career guidance and career education.

4. Develop and implement national, regional, and state seminars to assist counselor educators and supervisors to acquire the necessary skills to train others in the career guidance competencies cited above.

5. Recommend that at least one special issue of Counselor Education and Supervision be devoted to career development in counselor education and supervision.

6. Support the development of a series of training materials based on "how to" aspects of career development in counselor education and supervision. Suggested topics might include: career development through career education, career development through group counseling, career development through individual counseling, career development of special groups, etc. A complementary series of color video-tapes might also be developed and distributed through APGA publications.

7. Strongly urge individual ACES members to examine all aspects of their counselor education and supervision programs - theory, practicum, assessment, internship, etc. - to modify them as appropriate, and find new ways to infuse career development into various elements of the training program.

8. Seek the support and cooperation of related organizations such as ASCA, NVGA, and AVA to assist in the training and retraining of counselor educators and counselor supervisors for career development.

AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

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CAREER GUIDANCE: ROLE AND FUNCTIONS OF COUNSELING AND PERSONNEL PRACTITIONERS IN CAREER EDUCATION

Position of the American Personnel and Guidance Association

Adopted by its Board of Directors - July 14, 1974
Adopted by its Senate - March 26, 1975

CAREER GUIDANCE: ROLE AND FUNCTIONS OF COUNSELING AND PERSONNEL PRACTITIONERS IN CAREER EDUCATION

The Association recognizes that the methodologies employed in career education vary in focus, scope and magnitude. The Association endorses comprehensive career education activities centered upon career development that integrate the participation of educators with that of business, industry, labor and community personnel. This approach views the work and human development resources available in the broader community as important components of career education.

The American Personnel and Guidance Association recognizes and supports the concept that role statements can be formulated most appropriately for individual practitioners employed in specific settings. Thus, it is not possible or appropriate to formulate universal statements about their career guidance role in career education that are highly specific and/or restrictive.

The practitioner's assumption of an active career guidance role in career education programs is vital. The following set of counselor role statements is endorsed by the American Personnel and Guidance Association as appropriate and necessary for the conduct of career education in any setting.

1. Provide leadership in the identification and programmatic implementation of individual career development tasks. The Association supports career education that is organized around identified career development tasks (e.g., choice and preparation for work and leisure) facing individuals over the life span.

2. Provide leadership in the identification, classification and use of self, educational and occupational information. The crucial importance for comprehensive collection, careful organization and appropriate use of such information is affirmed here. Additionally, the Association supports practitioner efforts to share such information with other personnel who are participating in career education programs.

3. Provide leadership in the assimilation and application of career decision making methods and materials. The Association supports practitioner efforts to involve other personnel in the use of career decision making strategies.

4. Provide leadership in eliminating the influence of both racism and sexism as cultural restrictors of opportunities available to minority persons, females, and others who may be affected. The Association views career education as a vehicle for use in the human rights movement and believes the career guidance practitioner represents the most appropriate person to provide leadership and direction in this effort.

5. Provide leadership in expanding the variety and appropriateness of assessment devices and procedures required for sound personal, educational and occupational decision making. The Association recognizes the need to use a wide variety of simulation and experiential activities as career assessment procedures to supplement the more traditional individual appraisal procedures. The career guidance practitioner is the professional qualified to guide the development and utilization of such procedures in the total career education process.

6. Provide leadership in emphasizing the importance and carrying out the functions of career counseling. Protection of freedom of choice for the individual rests upon self understanding as the basis for educational and occupational decision making. Thus the crucial importance of counseling, individually and/or in groups, is viewed by the Association as a fundamental element in the formulation and operation of career education. The necessity for professionally prepared career guidance practitioners being assigned primary responsibility for counseling is asserted here.

In addition to these six inseparable leadership roles, career guidance practitioners should be active participants in several other key career education activities. Whether viewed in a leadership or a participatory sense, it is essential that these specialists be actively involved in the following functions:

1. Serving as liaison between the educational and community resource groups.
2. Conducting career guidance needs assessment surveys.
3. Organizing and operating part-time and full-time educational, occupational and job placement programs.
4. Conducting follow-up, follow-through and job adjustment activities.
5. Participating in curriculum revision.
6. Participating in efforts to involve the home and family in career education.
7. Participating in efforts to monitor and assess operations and communicating the results of those activities to other practitioners and clientele, as appropriate.

Implications for Members and the Association

The functions outlined above have implications for career guidance practitioners and for the Association. The changes in behaviors and practices of practitioners called for are far reaching and profound. In order to achieve such changes, massive in-service education must take place. Additionally, changes must be made in the educational programs that prepare the practitioner. Both of these efforts will require substantial investment of dollars, time, and energy. The American Personnel and Guidance Association commits itself to legislative efforts aimed at obtaining these resources. In general, it is the Association's intent to:

1. Support career education and actively champion it at federal, state, and local levels.

2. View the career guidance practitioner as a key, pivotal professional in career education.

3. Encourage the increasing use of paraprofessional or support personnel supervised by career guidance practitioners in career education.

4. Join in efforts aimed at providing in-service education for career guidance practitioners in the area of career education. It is the position of the Association that, with institutes and workshops, practitioners employed currently can increase their career guidance competencies and understandings required for effective participation in career education. The Association does not support the creation of a new specialty called the "Career Education Counselor". It is the position of APGA that it is preferable to include an expanded career development and guidance emphasis as a part of existing counselor education programs.

5. Support efforts aimed at changing counselor education programs in ways that advance sound career education practices.

6. Endorse and pledge support to the teamwork philosophy inherent in career education and the concomitant belief that career guidance practitioners should assume active roles as team members in career education.

7. Represent career guidance practitioners as one of several kinds of professional personnel who should be seriously considered to coordinate and direct system-wide career education efforts.

8. Encourage the installation of career guidance activities in support of career education in settings that influence career development.

The American Personnel and Guidance Association recognizes the existence of the widely differing views held by its members with respect to career education. It encourages each APGA member to reflect carefully on the philosophical basis and substance of career education and to develop an individual point of view which will guide the member's professional actions in career education.

BORN FREE

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Build Options, Reassess Norms • Free Roles through Educational Equity

Project BORN FREE: Career Development Training Models to Reduce Sex/Role Stereotyping in Educational Institutions

ABSTRACT

Both women and men are seriously limited in their career development by the sex biases and sex-role stereotyping that characterize our society. Far too often, the social concepts of sex roles are reflected in the biased explicit and/or implicit direction that is given to students in our schools, colleges, and universities.

Project BORN FREE, a training and development grant from the Women's Educational Equity Act Program, U.S. Office of Education, is designed to broaden the range of career opportunities for both women and men. It provides for the creation of career development training materials for educators and parents, that will help to reduce sex biases and stereotyping at all educational levels, K-higher education. The shortened title of the project, BORN FREE, is an acronym that expresses exactly what the project is about: to Build Options, Reassess Norms, Free Roles through Educational Equity.

Project BORN FREE is funded by the U.S. Office of Education, Women's Educational Equity Act Program, U.S.O.E., for $114,000 for the first year, award amount to be negotiated for the second year. Dr. L. Sunny Hansen, Professor and Program Coordinator, Counseling and Student Personnel Psychology, is Project Director, and Linda J. Jones, Instructor, Counseling and Student Personnel Psychology, is Assistant Project Director. Coordinators are Dr. Chester W. Oden, Assistant Professor in Social, Philosophical and Psychological Foundations of Education, Dr. Paul Pedersen, Associate Professor in International Student Advising Office, and Diane A. Johnson, doctoral student, Counseling and Student Personnel Psychology, and Counselor, Metropolitan Community College.

The eight schools and higher education institutions participating in the project are the St. Paul School System, White Bear Lake School System, Hopkins School System, Lakewood Community College, Normandale Community College, Special Intermediate School District #916, CLA Career Planning Office (University of Minnesota) and Augsburg College.

PURPOSE: The purpose of the project is to enable a group of elementary, secondary and higher education institutions to collaborate on the development of transportable training models and multimedia training modules which will help reduce career-related and sex-role stereotyping. Major focus is on examining the relationship between sex-role socialization and career socialization and on creating interventions through which educational institutions can (1) examine and modify those practices which inhibit career development and limit options and (2) identify and adapt those practices which facilitate career development. The unique characteristics of the plan are (a) the focus on both women and men, (b) the emphasis on career development and career options, (c) the creation of 10 training video tapes, (d) the developmental approach that includes elementary, secondary, and higher education institutions, (e) the considerable attention that is given to the change process as well as the content, and (f) the collaborative teams of both theoreticians and practitioners who are involved in the planning, development, field testing, implementation, and evaluation of the multimedia training materials.

RATIONALE: The rationale for Project BORN FREE is drawn from a preliminary review of the literature on sex differences, career development of women and men, and obstacles to career development. The task is seen as one of opening up possibilities for new roles and combinations of roles, stemming from an understanding that choice and decision-making are human problems, requiring individuals to learn new strategies to function in a changing world.

BASIC ASSUMPTIONS: There are four basic assumptions of the project: (1) If progress is to be made in expanding career options for both women and men, efforts in educational institutions must be directed to both at all developmental levels; (2) Inasmuch as men both affect and are affected by female career decisions, they must be integrally involved in providing and receiving training in sex-role socialization and stereotyping; (3) Inhibitors and facilitators of career development occur at every stage of development and can be identified. A training model can be developed to change the behavior of educators in significant ways, providing it attends to both content of career and sex-role socialization and the process by which change is effected in educational settings. (4) The training models must be experientially based to bring about the greatest amount of change in participants' behavior.

OBJECTIVES AND PLAN OF OPERATION: The objectives of the project become the plan of operation, based on a two-year time period as follows:

1. To identify educational institutions and individuals within those institutions willing to contribute to the development of the training models. This has been done, using the three cities of White Bear Lake, Hopkins, and St. Paul. In each location, schools at all levels have been identified — elementary, secondary (junior and senior high) and higher education (community colleges, vocational technical institute, four year private liberal arts college, state university college of liberal arts).
2. To organize a staff of faculty and graduate students from counseling psychology and other disciplines to work at developmental levels with a counselor, instructor and administrator from each institution. Additional staff consists of evaluators, media and resource specialists, administrative assistants and secretarial help.
3. To search the literature to determine the best conceptual and theoretical framework for the program.
4. To conduct needs assessment and systems diagnosis at each institution and developmental level.
5. To develop collaborative training models with process and content components to reduce sex-role stereotyping that is related to career options at participating field site educational institutions.
6. To develop a series of 10 color video cassettes, 30 minutes each, with viewer's guides to stimulate awareness of career socialization.
7. To create a parent module at the elementary and secondary level, because parents still have the greatest influence on their children's career development.
8. To pilot test models and modules in a summer training workshop attended by 40 members of field site schools.
9. To obtain both formative and summative evaluation on the training models, modules, cassettes, and training workshops.
10. To conduct one national training workshop for selected teachers, counselors, and administrators to field test the modules.
11. To disseminate the training modules in a variety of ways, such as educational television and inservice workshops under the auspices of Women's Educational Equity Act Program.

Work on Project BORN FREE will be completed by August, 1978.

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ELEMENTARY AND SECONDARY CAREER EDUCATION ACT OF 1977

WEDNESDAY, MARCH 2, 1977

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY,
SECONDARY AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 9:45, pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins—chairman of the committee—presiding.

Members present: Representatives Perkins, Mottl, Murphy, Le Fante, Weiss, Heftel, Kildee, Quie and Goodling.

Staff present: Charles Radcliffe, minority counsel.

Mr. HEFTEL. Good morning. Perhaps apologies are in order for the scant size of the members of the committee who are available this morning. Chairman Carl Perkins was called away unexpectedly. Since I am a Democratic majority of one, I will commence our proceedings.

We have three panelists, Walter Davis, Director of Education, AFL–CIO; Paul E. Barton, Senior Associate, National Manpower Institute; and Duane Mattheis, Associate Director, Educational Research Council of America.

Do the three witnesses want to come up to the front table all at the same time, perhaps, and introduce yourselves.

Mr. MATTHEIS. I am Duane J. Mattheis, Associate Director of the Educational Research Council of America.

Mr. DAVIS. I am Walter Davis, Director of Education for the AFL–CIO.

Mr. BARTON. Paul Barton, Senior Associate of the National Manpower Institute.

Mr. HEFTEL. The testimony is continuing from yesterday on H.R. 7, the Elementary and Secondary Career Education Act of 1977.

STATEMENT OF DUANE J. MATTHEIS, ASSOCIATE DIRECTOR, EDUCATIONAL RESEARCH COUNCIL OF AMERICA

Mr. MATTHEIS. Members of the committee, I am Duane Mattheis, Associate Director of the Educational Research Council of America. I am deeply grateful for the opportunity to give testimony regarding H.R. 7, the Elementary and Secondary Career Education Act.

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The committee has my written testimony and I will provide a very brief oral summary of it, if I may.

The Educational Research Council of America was issued a charter by the State of Ohio in 1959 as a private, not-for-profit organization. It is composed of a board of trustees from the business and industrial community and a group of school districts that participate in policy development as well as serving as the laboratory for the development of curriculum materials.

A full-time professional staff is employed. The staff memebrs have experience and expertise in various curricular areas, and finally a fourth component of the research council is a group of nationally known and respected consultants from the various disciplines represented in the curriculum areas in which they are working.

I have been a teacher, principal, superintendent and State Commissioner of Education in Minnesota. When I was superintendent of schools in Owatonna, Minn., one of the finest school systems in Congressman Quie's district, I became aware of ERCA and its excellent work and Owatonna became the first school district outside the immediate Cleveland suburban area to become a member of the Educational Research Council of America.

In 1959, it worked with a group of approximately 10,000 students at it started. Today, materials developed by the Educational Research Council of America in physical education, reading, social science, mathematics and career education and a number of other areas reach over 20 million students in the schools of the country.

The ERCA career education program is in its 7th year of development. We have been expanding approximately $300,000 per year in developing a program. The source of funds for the research council comes from business, industry, individuals and corporations as one group, from foundations, locally around the Cleveland area as well as nationally, also from school fees of the member schools that belong to the council and fourthly from royalties and sales of services and materials by the council.

The royalties come in the form of the operation of the council in this way: The council develops the curriculum materials and once they have been developed in conjunction with the schools and field tested to the degree that we believe they are ready for market and use, we negotiate for a publisher or publication and national distribution, as we do in the case with the Changing Times Educational Service of the Kiplinger Corp. that distributes the career education programs developed by the Educational Research Council.

Real people at work is the career education program that the research council has developed. The emphasis and the objective of the real people at work program is to develop in young people and in this case the elementary student first of all, a respect for work.

We try to provide information and awareness regarding many careers, a wide scope of careers, so that students may ultimately make an informed freedom of choice decision when they select a career, whether it be high school or college or after college. We help to make this the fundamental basis for their decisionmaking.

We try to provide a wide variety of information with regard to occupations, and we present material to them in occupations that would relate to all ability levels of students. We intend that the career education program be integrated into the curriculum and the particular emphasis that we have on the program is for reading to supplement reading as a basic skill in the instructional program and we have a skill-building exercise set of materials that goes along with the program to supplement the regular reading program.

We want to try to identify for these youngsters future opportunities as they become adults in the real world. We have a group of books as a part of the program that are about real people doing real jobs in a wide variety of activities to try to present reality and relevance to them with regard to their futures.

In September of 1977, we will have a K through 6 program with over 1,000 media components, including books and filmstrips and cassettes. The program is presently used by over 3 million students in the country.

Now, to just mention very briefly some specific comments on H.R. 7. I have suggested in my written testimony a number of modifications in the legislation that I would like to discuss.

In my judgment, too often Federal programs that are involved in the curricular areas fund curricular development that is localized at the school or State level or school district level, but very often doesn't get used besides that in other districts, if at all. What I am suggesting in the legislation is a modification to provide for an entry for the private sector and for the private not-for-profit sector to provide for broader distribution and broader use of materials when they are developed.

It is my judgment and our general experience at the research council that although we can have very fine materials, the publication and the distribution expertise of the private sector has been a great help in getting it used, broadly across the country.

Two of the amendments in section 7 would permit States to contract with private for-profit agencies and organizations for various activities and then an amendment to section 9 would permit the U.S. Office of Education and National Institute of Education to contract with for-profit and nonprofit organizations for the development and dissemination of materials.

Any further suggestions that the last one is to increase the level of funding from $25 million to $75 million. The reason for this is that it is my judgement that career education is in fact spreading very rapidly around the country.

Many States have State legislation to encourage it and it would seem to me that the country is in fact ready for a larger expenditure of money in order to complement career education in the various States around the country.

Lastly, I am suggesting, although I would be the first to admit that I have some reservations about it, in fact, and that is a set-aside for a portion of the funds in the bill to be used for the purchase of instructional materials. I would want to surround that recommendation with this comment: It is my judgement that instructional materials are still a key and fundamental component to the teaching and learning process.

I am very much aware of the fact that with recent budget constraints caused by mill levy failures or negotiations with teacher organizations that are trimming various budgetary allocations and line items within the budget, and one of those areas that has suffered very severely is the area for the purchase of instructional materials, textbooks, and working materials for the students.

It is for that reason and simply to empasize the need for additional moneys to spend in that area, that I am suggesting a set-aside to call attention to this very great need.

H.R. 7 is a good and timely bill for the development of career education. The amendments that I am suggesting would, in my judgement, help.

I would be very pleased to answer questions that the committee might have with regard to my testimony and the program that the research council has.

[The prepared statement follows:]

PREPARED STATEMENT OF DUANE MATTHEIS, ASSOCIATE DIRECTOR OF THE EDUCATIONAL RESEARCH COUNCIL OF AMERICA

Mr. Chairman and Members of the Committee, I am Duane Mattheis, Associate Director of the Educational Research Council of America.

ERCA was issued a charter by the State of Ohio in 1959 as a private, not-for-profit organization. Its mission is to improve education continuously so that all children can realize their own inherent worth and be able to contribute humanistically, socially and functionally to the betterment of humanity. During my tenure at USOE as Executive Deputy Commissioner of Education, I was used to hearing that kind of high-sounding language. But, to my gratification, I found that ERCA is one organization that has translated its charter into action. It is the only curriculum research organization of its kind in the United States.

ERCA is a not-for-profit organization funded primarily through private donations and from sales, contracts, royalties and school fees. In the eighteen year history of ERCA it has received one grant of $50,000 out of a total expenditure of $40 million for its curriculum development work. Almost all the curriculum materials developed at ERCA are produced and distributed commercially.

In 1959, ERCA's first year, the Council reached only 10,000 pupils in greater Cleveland. Today, almost 22 million of the 48.5 million pupils in the United States use instructional materials developed by ERCA. The Council is based on the tenet that if America is to survive as a free society, its people must have enough knowledge to retain their freedom. This belief and the commitment to the free enterprise system on which this country is based, has led ERCA to the forefront of career education curriculum development. That is why I am before you today.

We view career education as a vital element in helping to restore respect for work and in helping young people choose careers that are best for them. We believe that this informed freedom of choice will also best satisfy current, as well as future, needs of this country. Specifically, integration of career education into the traditional curriculum will be an important factor in the economic growth of the United States and the prosperity of its individual citizens. ERCA has found that unlike the relatively simple agrarian society of this Nation's early years, today's more complex and technological environment has diminished opportunities of young people to relate to the "world of work" because they so rarely see their parents at work.

To counter this isolation, ERCA has developed a curriculum for career education that enables students to see and hear "Real People At Work." This is accomplished through an array of multimedia learning resources.

I would like to tell you a bit about the development of the "Real People At Work" curriculum series, not because that is the only career education program available or the only one that works. I want to tell you about it so you will understand, as you deliberate on H.R. 7, the importance of instructional media in the overall curriculum and some of the flaws in H.R. 7 that need to be addressed.

I have mentioned that almost all the curriculum materials developed at ERCA are produced and distributed commercially. There is a very good reason for this policy. ERCA's purpose is to develop curricula. We do not have nor do we want the expertise required for technical production or distribution. Nevertheless, because the cost of curriculum development is expensive —$300,000 per grade level in the "Real People At Work" series—we want to be absolutely certain that our investment results in high quality curriculum materials being distributed as broadly as possible.

In the case of our career education curriculum, we want to develop a comprehensive program that would show students that there are many ways to earn a living; there are jobs to be good at and enjoy; and that productive work can promote self-respect and self-fulfillment. We wanted to teach children about many occupations, but we also wanted to integrate career education into the curriculum so that the program materials we developed could be used with other subjects such as reading, mathematics and social science.

As soon as we had defined the objectives of our career education program we made our selection of a publisher, Changing Times Education Service. CTES worked with the Council from the beginning in developing comprehensive, yet easily-integrated materials. The concepts, approaches and media format of the program were then tested in about twenty school districts that participated in our project.

Following this process, ERCA and CTES have now developed and fully tested a K–6 program, with over 1,000 media components at a development cost of just over $2 million—all private funds. Included in the 1,000 components are 150 books—including one about one of your colleagues at work—read-along cassettes, posters, activity guides, records, filmstrips, bulletin board display projects, spirit masters, and teachers guides. Because we worked with a commercial publisher from the outset, the finished product was a comprehensive career education curriculum that was practical, would not take time away from other subjects or add to the already over-burdened teacher's schedule, and answered specific, identified needs of today's schools.

The program is now being marketed in a variety of ways: schools can purchase anything from a $1.65 book to a grade level multimedia program that sells for between $187.50 and $325.00, all the way to the entire K–6 program for $1,800.00. Because most of the materials are non-consumable and can be rotated among several classes, this represents a real cost saving to the schools. After two or three years, the cost of the entire curriculum averages out to pennies a student. This career education program is already in use by more than 3 million students.

I believe that if career education is to become an integral part of the curriculum, effective instructional materials such as the "Real People At Work" program are essential to help teachers incorporate in their program this vital element of education. The Congress and various government agencies have recognized this need, and have funded a variety of material development programs. I think it important that this Committee be aware of what happens when such instructional materials are developed independent of commercial producers and publishers. An illustration of the problems that arise in this area can be seen in the GAO report on the "National Science Foundation-Supported Science Education Materials: Problems in Evaluation, Distribution, and Monitoring." GAO studied ten projects receiving $17 million in NSF financing for development of materials and about $9 million for implementing materials, and found that because commercial publishers were not involved in the development stage, NSF-developed materials were frequently lacking in quality and too impractical to meet what publishers identified as the true needs of the schools. It was estimated that an NSF-supported elementary program would cost schools at least three times as much as a commercially published program, and the estimated recurring annual costs would be five or six times greater.

Commercial producers spend considerable time and money on market research before they make what is always a high-risk investment in insructional materials. They *have* to be right in their judgment because of the large financial investment required. They talk to users to determine the *need* for particular materials, they talk to curriculum specialists to get advice on content and approaches. They do not want to publish a product that won't do the job, because they must be accepted in order to earn a return on the investment. Government funded projects *do not have* this motivation.

A case in point is the "Comprehensive Career Education Model" developed by Ohio State University with a grant of $5 million from USOE in 1974. As its title indicates, the OSU program was to be a comprehensive career education curriculum. Originally, it was to revamp the entire K–12 curriculum. It was developed, unfortunately, without sufficient expertise and without finding out what the schools wanted or needed. Upon its completion—or what OSU thought was completion—hearings for potential publishers were conducted. No publisher was willing to publish and distribute the OSU comprehensive career education model, which had already cost the Government five million dollars. As a result, NIE pumped another million into the CCEM curriculum, which is now being modified by the American Institutes for Research. It is interesting to note that development of the ERCA curriculum materials was begun at approximately the same time OSU began its development. As I mentioned earlier, the "Real People At Work" series, which cost approximately $2 million to develop, is presently being used by more than 3 million students. The USOE/NIE funded CCEM curriculum has now completed its second field testing of one hundred thirty-five curriculum modules and is, once again, looking for a publisher.

Unfortunately, H.R. 7 contains some provisions which could lead to the pitfalls I have just described. Section 7 of the bill states that funds may be used to provide "state leadership for career education, either directly or through arrangements with private nonprofit and public agencies and organizations . . ." These leadership activities include "collecting, evaluating, and disseminating career education materials on an intrastate and an interstate basis," and "promoting the adaptation of teacher training curricula to the concept of career education by institutions of higher education located in the State." I believe Congress would be wise to amend this provision to permit states to work with commercial producers and distributors of instructional materials to provide these services. To do otherwise would deprive states of a very important source of knowledge and expertise. Further, as I have just discussed, local education agency, state education agency, and university developed materials usually have a very high unit cost, and the poor technical quality and appearance reduce dissemination and use potential. Federal education programs have consistently been criticized for failure to develop, promote, and disseminate quality instructional materials. Aside from wasting taxpayers' dollars on shoddy production and dissemination of materials, failure to utilize resources of commercial publishers acts as a disincentive to continued production of career education materials. This does a disservice to quality career education programs.

Therefore, I would suggest that Section 7(a)(2) be amended to read:

"(2) providing State leadership for career education, either directly or through arrangements with private nonprofit and public agencies and organizations (including institutions of higher education), and through arrangements with private for-profit agencies and organizations . . ."

A similar stumbling block occurs in Section 9 of the bill, dealing with "Federal Administration." Part (c) of that Section concerns USOE's and NIE's activities in product and program development. In light of the problems encountered in the $6 million OSU CCEM project, it would seem prudent that any programs administered by NIE or USOE for the development and dissemination of instructional materials for career education should be administered through contracts awarded on a competitive basis to public or private nonprofit or private for-profit organizations. Such competitive bidding would not only invite a broader examination of available resources and capabilities, but it would do much to eliminate the expenditure of excessive amounts of money for services that could be provided in better quality for fewer dollars.

I would suggest the following amendments:

On page 15, line 19, before the word "product," insert the following: "the awarding of contracts to public and private nonprofit organizations and private for-profit organizations for . . ."

On page 16, line 1, after the phrase "priorities and" insert the following: "through contracts with public and private nonprofit and private for-profit organizations, . . ."

With respect to funding, I would suggest two changes in H.R. 7. First, although I agree fully with the concept of phasing in and then phasing out Federal dollars to support career education programs, I believe it would be wise to increase the authorization in the initial year of funding. The $25,000,000, which H.R. 7 currently authorizes for the first year, appears to be based on the premise that the first year will be spent primarily in planning of the program. It has been my experience that the concept of career education is more clearly defined and closer to full implementation than is presently recognized by the Congress.

In this regard, USOE's report "Career Education in the Public Schools, 1974–1975" revealed that even two years ago forty-two states had developed formal policies on career (according to the Council of Chief State School Officers, forty-four states have received grants to develop career education plans under P.L. 93-380 and five more states will receive grants this year); forty-nine states provided some funding for career education; twenty-eight states had full-time career education staffs; and eighteen states had advisory committees. I have seen during the past two years a significant growth in state activities in the area of career education. Because many states already have fully operational career education plans and programs, it seems that $25 million for the first year of authorization under H.R. 7 is really "seed money" which might result in another series of attempts to reinvent the wheel. An increase in the first year authorization would add impetus to the current enthusiasm generated by the Commissioner's Conference on Career Education in Houston, which drew 8,000 education and business people committed to the concept of career education. The interest is there; the funds are needed to provide training and resources necessary to reach the children in the schools. Therefore, I would suggest that $75 million be authorized for the first year of funding.

The second funding concern I have is the availability of funds for instructional materials. In the USOE study mentioned earlier, local school districts generally rated attitudinal factors, such as community endorsement, more frequently as contributing to success of career education programs. Community interest and support was only infrequently mentioned as a problem factor in the implementation of career education programs. The USOE report indicated that school districts reported that "problems arose from lack of funds, materials, and general assistance from the State and Federal governments . . . support in making career education materials available was a strongly rated need." In fact, the lack of funds and materials were most frequently cited as sources of difficulty in career education implementation.

Of the success reported, USOE said, "A wide variety of materials, resources, equipment, and activities were utilized in any given career education program, of course, but several emerge as extremely popular . . . Career centers were highly valued in the districts that had them; they were usually well-liked by students . . . and the materials and equipment modern and easy to use."

Among the problems reported was the need for additional funds to update collections of career education materials and improve career center facilities, and make them available to all students.

The need to focus on curriculum and instructional materials was illustrated in USOE's discussion of the benefits of career education programs cited by local districts: "Most often cited was the simple fact that students, through career awareness and exploration activities were exposed to many new career options. They were not learning about careers in a vacuum; career education related regular academic curriculum to the world of work, thus giving students the realization that basic skills and their careers were interrelated."

Unfortunately, Section 7 of H.R. 7 does not take note of the priority needs in career education—specifically career education materials and in-service staff training. This occurs because these two priorities are among the eight areas for which states may use funds and thirteen areas for which local districts may use funds. Because of the importance of infusing career education materials into the curriculum, I would strongly urge the Committee to consider requiring that 15% of the local funds be set-aside for the acquisition of instructional materials.

With these changes in H.R. 7, I believe that the Elementary and Secondary Career Education Act can play a vital role in the future of this Nation. I emphasize the importance of instructional materials in career education because I believe instructional materials still constitute a fundamental teaching tool in the teaching-learning process. High quality instructional materials, developed with the expertise and experience of the private sector can make a significant contribution to the implementation of career education programs in the schools of our Nation. The amendments we have suggested today would help to provide for that opportunity.

I have appreciated the opportunity to appear before you today, and I will be pleased to answer any questions you may have. Thank you.

Mr. HEFTEL. Thank you. Mr. Mattheis, is it your observation that the career concept in the school system will require instructional materials and staff training that are now now either contemplated or available?

Mr. MATTHEIS. That is correct, sir. In my judgement, what we have here is literally just a beginning of the development of curricular material for career education programs and I would be the first to say that I think we have the lesser part of it that we have concluded here—the work of career awareness in the elementary school years. As one gets into junior and senior high schools, the program is going to be much more complex because much of the present curriculum should really be redrafted in order to provide for an awareness within each of the segments of curriculum of what the world of work is all about. But there is a need for new materials as well as training for teachers; yes, sir.

Mr. HEFTEL. Do you think that H.R. 7 as now constituted can effectively implement its objectives unless it sets up a requirement, not percentages, but in standards in terms of both training and instructional materials?

Mr. MATTHEIS. I would say, Mr. Chairman, that I think it would. I get very concerned, I suppose, about standards because already we have a large number of States that have career education programs and if the Federal Government was to establish a standard, whether it be for curricular materials, or for teacher preparation, I am not sure it would be counterproductive. I think States are moving well along on it and I would say that H.R. 7's prime function would be to assist the States and local educational agencies with the fine work that they have already begun.

Mr. HEFTEL. Are you satisfied that meaningful career preparation is occurring in the present elementary and secondary school systems? Career preparation is really an integral part of the existing public school system.

Mr. MATTHEIS. Not nearly to the degree that it should be, Mr. Chairman. I would modestly say that if they were using our programs they would be doing much better than what they presently are.

I might add this, Mr. Chairman, that in my judgement good teachers, the very best of our teachers have been providing information of a general nature of the kind we have here to students in schools for many years. It has not been an organized program and it has only been the best of teachers that have done it.

What we have here is a program to universalize the provision of information to all of the students with regard to the world of work and the dignity of work, respect for it, and so on. I think that there are some areas where it is being done now but too few and I think to that degree the legislation would encourage the development of it very greatly.

Mr. Heftel. More to the point, though, would the mere use of Federal dollars make much of a change unless something occurs in the curricular training of teachers and the total school system as it operates for all of the students?

Mr. Mattheis. No, and Mr. Chairman, I would say that is what is good about the bill, in my judgment, that it really is directed toward training and materials. Getting teacher's materials and instructional materials in the hands of teachers and students is going to make the difference, as a matter of fact.

I would say that the teachers guide that we have as a part of the program here is literally almost enough teacher training for a teacher using the program. It is very detailed and very helpful.

In my judgment, the legislation provides for assistance in those areas. With the modification I have suggested, it would be even better in order to provide for an improvement in the present programs.

Mr. Heftel. Mr. Le Fante.

Mr. Le Fante. Yesterday we heard testimony from representatives of organizations who were concerned that career planning has to adequately address the problem of sex stereotyping in jobs. Does your organization attempt to develop materials that are not sex stereotyped in your people at work series?

Mr. Mattheis. Mr. Le Fante, I think that comment is entirely appropriate and correct as far as the past is concerned and too much of the present. We tried diligently to provide for the elimination of sex stereotyping and racial stereotyping. We want to try to select real people in real jobs, to get the balance between men and women and races and so on.

We spend an incredible amount of time to try to provide that balance. They have a legitimate opinion and we work very carefully with them and with that kind of concern and are constantly in consultation with women and minorities to try to do our best.

We think we have made significant progress. We have many women represented in various occupations in our booklets which are in effect, I suppose, the core of the program. We have them in various field of life. I have a group of them here. I was looking for one that I suppose would be nonstereotyped. We have a woman assistant bank manager, a dressmaker, a florist, a congresswoman. Congresswoman Chisholm was a very early person that we put down as far as a real person at work.

Mr. Le Fante. In the committee during the course of the hearing yesterday I was somewhat surprised to hear from individuals who were involved at the administration level, that many of the teachers and administrators involved in setting up the curriculum are female. So my next question is do you find or does your organization find a demand from teachers and administrators for curricular materials that are free of sex stereotyping?

Mr. Mattheis. Very much. There is a great need for that.

Mr. Le Fante. How about the demand on your organization?

Mr. Mattheis. I think the demand is clear and my concern is what position the skilled industries are in with regard to employment. These days, most of them are reducing employment rather than expanding. It becomes very difficult with seniority and the complexities involved. I think the demand is there, but the ability to meet the demand is very difficult for them.

Mr. LE FANTE. Is there a demand on your organization for this type of material when the request comes through for curricular materials?

Mr. MATTHEIS. Yes.

Mr. LE FANTE. We assume after yesterday's hearing that many of the requests are made from female teachers and administrators. My point is how oriented are they in making these requests for material free of sex stereotyping?

Mr. MATTHEIS. Mr. O'Reilly, the editor of the Changing Times Educational Service is sitting directly behind me. He gets more of these because they are the national distributor of the program and he is saying very much so. The demand is very much there.

STATEMENT OF WALTER G. DAVIS, DIRECTOR OF EDUCATION, AFL-CIO, ACCOMPANIED BY JOHN A. SESSIONS, DEPARTMENT OF EDUCATION, AFL-CIO

Mr. HEFTEL. Walter G. Davis, director of education of the AFL-CIO.

Mr. DAVIS. Thank you, Mr. Chairman.

May I just open by saying that I was not aware we were having a panel type of arrangement here, because I did bring along some associates which would be helpful in answering any questions.

Dr. John A. Sessions is my colléague in the department of education and, hopefully, if anything comes up in his area, we could call on him.

Mr. HEFTEL. Dr. Sessions is most welcome to join you at the table at this time.

Mr. DAVIS. I have a brief statement that I would like to proceed with.

My name is Walter Davis, director of the AFL-CIO department of education. It is a very real privilege to be able to share our thinking about career education with the members of this committee. There are few people in America who have done as much to improve the quality of our public schools as has Congressman Perkins, the chairman of this committee. In these efforts he has had the unqualified support of the AFL-CIO.

We in the AFL-CIO have long been convinced that education and the world of work should be more closely related. The late Peter Schoemann who at the time was the chairman of the AFL-CIO standing committee on education was one of the principle architects of the Vocational Education Act of 1963 and of the Vocational Amendments of 1968. This legislation was designed to relate vocational education more closely to actual manpower needs than had been true in the past.

When career education became a fashionable topic of conversation in education circles, it was therefore only natural that organized labor should follow the developments with keen interest. Throughout the Nation, union people have devoted uncounted time and efforts to conferences, meetings, and planning committees dealing in one way or another with career education. They have seen many things which have sparked their enthusiasm, but they have also seen many things which dismayed them.

On the positive side career education has helped to bridge the gap between schools and the world of work. The ability to hold a job is by no means the only product of education but it is certainly an important one. Career education has also served to broaden the individual student's awareness of the very wide range of ways in which people can earn their living. At its best career education has heightened awareness and appreciation of the skill which goes into a job well done. These things are all positive gains for American education.

Heretofore there has been a great deal of talk about career education but only the most limited funding to bring it to reality. What little money was available was largely ferreted away from appropriations for vocational education and higher education.

The Education Amendments of 1976 provided the first real beginning at Federal funding or career education. H.R. 7 provides an important second step toward moving career education out of the talk stage and into the classroom and we welcome its intent.

However, organized labor's enthusiasm for career education has been greatly tempered by a number of unresolved problems which we would like to discuss. It is our conviction that H.R. 7 needs to be amended with language specifically designated to avoid some of these very real problems.

Much of the discussion of career education has focused on helping students make early career choices. In our view, this is altogether the wrong approach. The focus of career education should be on widening the career options which are available to students rather than trying to freeze the student into a single trade or occupation. We live in a time of rapidly changing technology and manpower needs. The specific skills a student learns today are very likely to become obsolete tomorrow.

The goal of education should be the flexibility that can help the individual adjust to change. To do otherwise may well make students less employable rather than more employable. We would like to see language added to H.R. 7 spelling out this principle as a goal of career education.

We are further troubled by the extent to which discussions of career education are so frequently coupled with proposals for on the job experience, reducing the minimum wage for young people, modifying child labor laws, and lowering the compulsory attendance laws. We cannot accept the belief that low-paid child labor is a solution to the Nation's unemployment problem! The boys and girls who once worked in the mines and textile mills were not engaged in career education; they were being shamelessly exploited.

Child labor laws, health and safety standards, minimum wage laws, and compulsory attendance laws did not come about by accident. They were enacted for good reason and organized labor worked unceasingly for their passage. We have no intention of standing idly by while they are compromised away. We would strongly urge this committee to add language to H.R. 7 denying funds under this bill to any career education plan which would erode these important principles.

In this regard, we are particularly troubled by language which is contained in section 7(a) of H.R. 7 In its present form the bill states:

> Funds received under this Act may be used . . . for . . . developing and implementing unpaid work experiences for students whose primary purpose is career exploration.

Quite simply, if students are to work they must be paid for it at the prevailing rate. However commendable the intent of the bill, the AFL-CIO cannot support a bill which proposes to put students to work for no pay. We strongly urge the committee not only to remove this passage, but to substitute for it a new passage prohibiting career education from being used as a vehicle to bring about unpaid labor.

There is a final concern which we would to discuss. We are pleased to see that section (a) explicitly recognizes labor as a resource in career education and that section 9(a) proposes to continue the National Advisory Council of Career Education which was established by the Education Amendments of 1974. We would suggest that language be added to the bill explicitly putting these two ideas together.

We find it incredible that neither the National Advisory Council on Career Education nor the National Advisory Council on Vocational Education have any labor representives as members. We would suggest that at least some of this impasse be resolved by adding language to H.R. 7 that would require the inclusion of labor representation on the National Advisory Committee on Career Education. Organized labor can make a valuable contribution to the development of a national plan for career education. It is altogether regrettable that so far, this contribution has been completely lost to the National Advisory Council.

There is one concluding observation, Mr. Chairman, which we would like to make. We are well aware of the fact that it concerns a matter which is beyond the jurisdiction of this committee, but it is something which needs to be considered for its implications to career education.

Career education has frequently been promoted as a solution to the very serious problem of unemployment. The administration and the Congress need to understand that youth employment does not so much stem from lack of work preparation as it does from the simple fact that there are not enough jobs. The best way to smooth the transition from school to work is to establish a full employment economy.

Today the ranks of the unemployed include many youths who are trying to find their way into the workforce, but those ranks also include many workers who have accumulated years of seniority and experience. We need a realistic understanding of what career education can do and what it cannot do. It can heighten students' awareness of the complexities and the almost infinite variety to be found in the world of work. It cannot provide a panacea for the problem of unemployment. In fact, career education will be severly crippled if students do not have a reasonable expectation that there will after all be jobs available for them when they get out. Dealing with these problems will need the best efforts of the administration and the Congress and the best resources of the Nation from Government, industry, labor and education. In that effort organized labor pledges its full cooperation.

Mr. Heftel. Thank you. We welcome Mr. Quie, our ranking member.

Mr. Quie. Thank you.

Mr. Heftel. Mr. Le Fante, would you like to commence the questioning?

Mr. Le Fante. I have no questions at this point, but I would like to comment on the testimony. I happen to agree with everything you said in there. You have made some very valid points and I for one will take them into serious consideration.

Mr. Heftel. Thank you, Mr. Le Fante.

Mr. Davis. Mr. Chairman, if I might, I would like to leave with the Chairman a copy of a statement that covers many topics in education but does have a view, perhaps, in career education recently adopted last year by our executive council at its winter meeting in Florida. I would like to attach that to the testimony.

Mr. Heftel. We will do that, thank you.

[The prepared statement and attachment referred to follow:]

Prepared Statement of Walter G. Davis, Director, Department of Education, AFL–CIO

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STATEMENT BY THE AFL–CIO EXECUTIVE COUNCIL ON EDUCATION

Education was singled out by the Nixon-Ford Administration as a prime target for budget cutting, with six vetoes of education appropriations in eight years. Only the efforts of Congress, strongly supported by the labor movement and education community, prevented a major reversal of the education gains of the 1960s, by providing over $6 billion more for federal aid to education than the presidential budget requests.

Education is an investment in the future of America; an investment in people that pays rich dividends through a better trained, more productive work force, and an informed citizenry.

Properly targeted programs, such as Title I of the Elementary and Secondary Education Act, have proven value in improving educational levels, thus opening the door to greater opportunities for the disadvantaged. Career education and adult and continuing education will play an important role in the development of a workforce prepared to meet the challenges of the last quarter of the 20th Century. Student loan programs and adequate higher education funding are necessary if the children of workers are to have the chance to continue their education beyond high school.

The goal of the AFL–CIO is equal access to all levels of education for every American who seeks and can benefit from that education. We seek to remove the barriers of race, sex, finances and neighborhood through federal programs which provide equality of access.

FEDERAL FUNDING

The AFL–CIO supports full funding of Title I of ESEA, impact aid, vocational education, bilingual education, and aid for handicapped children. Federal aid, as a percentage of total education expenditures, declined during the Nixon-Ford years. This trend must be reversed if the nation is to avoid the consequences of declining educational quality.

We will oppose efforts to change the purpose of Title I from a program to improve educational opportunity for the economically disadvantaged to a generalized supermarket of programs catering to wealthier suburban school districts.

We support appropriation of all authorized funds for school construction and remodeling. Making schools free of architectural barriers to the handicapped and improving insulation and energy conservation in existing buildings merit major attention this year.

HIGHER EDUCATION

The AFL–CIO supports full funding of student and institutional aid for higher education. We are particularly concerned by the widening gap between the costs of higher education and existing programs to help students.

The higher education system is in danger of becoming a haven for the children of the upper classes only. Costs, including those for state-supported colleges and universities, are beyond the reach of middle-income families—especially where two or more children are college bound.

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CAREER EDUCATION

The AFL–CIO cannot support the Elementary and Secondary Career Education Bill, H.R. 7 in its present form. While we have long urged a close relationship between education and the workplace, this bill would undermine fair labor standards and child labor laws by promoting unpaid "work experience" for students.

Career education, which exposes students to the types of occupations available and provides information about seeking and holding a job, needs special legislation and special funding if it is to succeed. We would support H.R. 7 if it is amended to include a prohibition against using funds to circumvent fair labor standards and child labor laws.

ADULT AND CONTINUING EDUCATION

We believe that the Congress and the Administration should begin to meet the needs of adults in the education system from those returning to a school to obtain their high school diploma to those seeking new careers or simply expanded knowledge.

Improved adult and continuing education is vital in today's complex society. Education is the key to individual independence and breaking the poverty cycle. America must expand the number of its citizens who enjoy the dignity of filling out a tax form and substantially reduce the number of those who answer to a welfare questionnaire.

To accomplish these goals, funding must be increased for the Adult Education Act, designed to help those in need of basic education.

In addition, the 1976 amendments to the Higher Education Act establishing a lifelong learning program offer the opportunity for a broad range of activities in the area of adult education. But the Ford budget requests no funds for this program in fiscal 1978. Therefore, the AFL–CIO urges the Congress to fully fund this legislation to begin implementation of this long overdue program.

Much more can and should be done:

Colleges and universities should expand their extension and continuing education and community service programs based around community needs.

The nation's postsecondary education resources should be applied toward resolving community problems such as housing, poverty, employment and transportation.

More programs are needed to train professionals, paraprofessionals and skilled workers and to assist unskilled workers upgrade their skills and advance to more rewarding career opportunities.

Federal financial asistance programs should be available to part-time students to help them gain access to continuing education.

More and more adults are returning to the American education system every year, and greater federal support for these programs is necessary to meet the needs of people yearning for knowledge.

Mr. Kildee. I think the caveats that you have put in your testimony are good and reasonable. I can recall in past years having taught that in some of what we call cooperative education programs in which there were certain employers who would take advantage of that cooperative arrangement with the school to get some cheap labor, and I think that any program that we have in education has to make sure that we guard against some of those proclivities of human nature.

Mr. Heftel. Mr. Murphy.

Mr. Murphy. Thank you, Mr. Chairman.

The only question I might have or request of Mr. Davis is I too am troubled by on-the-job experience which you mentioned. But I also am trying to conceive some other method, and perhaps you can assist us.

Every young person that comes in somewhere in industry or commerce, it always comes up: "What experience do you have? What have you done?" Most of them have done nothing or very little; whereas on-the-job experience in a training program at least they can point to that.

Is there some system you can conceive of that could provide on-the-job experience in career training?

Mr. DAVIS. There are some efforts that one can point to in this area where, for example, to learn to be an airplane mechanic, which is one that comes to mind, they don't put young people out under the airplanes at the airport. They have a mockup of an aircraft engine or whatever they are learning to get this kind of experience. It seems to me in that area there is no involvement with the actual workers on the job at the same time where there is learning going on in the skill.

We have long experience as you might know, Mr. Murphy, in hands-on experience and that is through apprenticeship. The apprenticeship programs in this country have people working to learn a trade but they are being paid for it and all we are saying, in effect, is (1) We can't, in the high rates of unemployment areas, certainly, provide incentives for employers to abuse this kind of thing by putting kids on assembly lines when they should be hiring people who are collecting unemployment; while on the other hand we should find a way in which we can give employers, and industry, and business an opportunity to do the kind of thing that I mentioned with the aircraft model, that kind of thing.

I don't have the specific answer, but I am just giving you the general thought about that.

Mr. MURPHY. Thank you.

Mr. HEFTEL. Mr. Davis, two areas of concern that you alluded to; First: You are concerned with too early in the student's career changing or directing the career incentives and concept of that child. But the problem that we are seeing in reverse is not just high school, but college graduates who have no sense of direction, who have not found a place in what is the potential industry where they are either comfortable or qualified. How do we address that side of the problem?

Mr. DAVIS. In that area we have said countless numbers of times, Mr. Chairman, that we are rather frightened of what we see down the road in the future. We are talking about the business of technology. We are talking about the uncertainty of the future and the educational community has to address that. That has led to a sort of movement of back to basics. How do you get young people to adapt to a wide range of skills that might come up and if, for example. I was privileged to address the National Vocational Education Conference in Minneapolis not too long ago and was asked the question of what should be taught in the voc-ed curriculum in the eighties and nineties, that is a very difficult question to answer.

I don't want to give a lecture, but this goes into a whole range of issues. We think that the jobs that are going to be around in 1985 and 1990 have not been thought of yet because of technology. I used an example of the Bell System inventing a device that will go in television sets that would enable me to write a letter to you from New York to California. You get a printout at the bottom and your privacy is protected.

There are scary things that are happening in relation to the job area. We said perhaps 300,000 postal carriers would be out of work if that goes into every household in America.

So all these things put together lead us back to the question that education has to go back to the basics and give a wide range. It has to teach one to be able to adapt to whatever comes on and deal with this whole area of uncertainty.

I hope that answers your question.

Mr. HEFTEL. In terms of yesterday's testimony, Mr. Le Fante referred to great concerns on the part of the women who testified that there is discrimination in opportunity, training apprenticeship, the educational system as between men and women and, particularly, the apprentice opportunities within organized labor for women. How do you address yourself to that concern?

Mr. DAVIS. We have a number of outreach programs trying to address that question. On the side of women, it is very slow coming into the apprenticeship area. There are programs in place through several agencies in the private sector. In our area, you would primarily think of the building trades, and they are running into a depression at this point—not a recession—and it seems to us that here we need to have some spur in the economy in that particular industry to open up opportunities.

When we first started in the outreach program, it was strictly on the question of getting young black and Spanish-speaking youngsters into apprenticeship. It was going good, but it began to taper off when the industry started to run into difficulty. That would be true, I would think, in any other industry. It depends on the industry itself.

Mr. HEFTEL. Thank you, Mr. Davis.

STATEMENT OF PAUL E. BARTON, SENIOR CONSULTANT, NATIONAL MANPOWER INSTITUTE

Mr. HEFTEL. Mr. Paul Barton, senior consutlant, National Manpower Institute.

Mr. BARTON. My work has been in the area of youth problems, generally, and of transition from school to work and employment problems, particularly. It is in this larger framework that career education must find its specific contribution, so I have addressed this larger area in my written testimony and I will summarize that testimony very briefly in six points.

The first, and perhaps the most critical, is the shortage of youth employment and experience opportunities, which is a real problem, a crisis problem, and getting it solved and how it gets solved ought to be a vital concern to the educational community. Here I echo what Mr. Davis has said about the importance of that primary employment problem, not just from a standpoint of manpower and macroeconomics, but also from the standpoint of vital concerns of educators and from those concerns we need employment opportunities to keep youth motivated in education, to keep them in school, and that motivation has to be very much tied up with whether they can function once they leave school.

We need opportunities for live experience in the teenage years, as youth mature physically but are kept dependent longer. This requires three sets of opportunities: education, work experience, and service opportunity. If these experiences are to be truly developmental, they would need to be interrelated at the local levels with a very active role of educators and career educators.

The second point is that there are also, in addition to these job shortage problems, real structural problems in the transition from school to work that exists in years of high, general unemployment. One can find them in studies in 1969, a boom year, as well as 1974, a depression year.

We find in these studies a gap between the time employers were hiring for regular adult jobs around 21 years of age or 20 years of age and the time that high school graduates leave school at around 17 years of age. These linkages are not in place in terms of just ordinary placement services.

Perhaps the most obvious kind of thing of helping a high school graduate, or a community college graduate, or a dropout get a job—the public employment service started in the fifties with its 2,500 offices, but abandoned it by the sixties.

There is a lack of counseling services for the noncollege bound and the college dropout and secondary school systems were down to about one per year of counseling time for every 1,000 students and most of that has to go to helping those who pick colleges rather than helping to pick out a job when you leave high school.

We have a real shortage or lack of carefully planned work experiences so that work can become a transitional matter, a gradual manner, rather than the sudden condition, sitting in school for 12 years and then suddenly and immediately being put into the job market situation with no experience.

Whenever that is done, it will have to be done with extreme care, as Mr. Davis pointed out, with full protection for child labor laws and without any threat to adult jobs. It is difficult. There is a lack of occupational information at the local level. It is also almost an essential commodity in the link between school and work. We have it nationally but not locally except in some isolated places.

There is a lack of understanding of child labor laws. When you ask employers exactly what is in these child labor laws you find a bit of confusion which is rather critical if you are trying to plan work experience programs.

We find there is a fairly limited classroom approach to skill training in vocational education, not yet taking advantage of the full range of employment training opportunities for youth that could become part of the educational system. In general, there is an isolation of youth from main street society that is making it more difficult these days for youth to enter it.

In summary, there has been two little concern in this country with developing programs that move youth from economic adulthood, and there is plenty of room here for career education.

It isn't a matter of either/or with respect to this extreme job shortage and the effect of these structural defects, one on the other. You really can't do one without the other and just providing the jobs would correct the structural defects and correcting the structural defects is going to provide the jobs.

These linkages that I enumerated aren't going to develop unless there is a real collaboration among key institutions to bring them about. None of these enumerated problems can be handled by one institution acting alone. The coming of age is society is all of society's business and trying to carry out all those programs or solve all those problems by delegating them just to the schools—we can't turn back the hands of the clock and restore some sense of community which used to exist, but perhaps we can invent its modern equivalent through collaborative ventures and the parties in the collaboration must be very definiately be the school, employers, unions, volunteer organizations, citizens, and parents. This is well recognized, I believe in H.R. 7. There is reference to collaboration. There is also a very clear call for creating something called community career education councils.

I would think that the addition of the word "work" in those community career education councils would be very necessary to assure that we are talking about work institutions being involved in this process, unions and employers, and that we are talking about something beyond the ordinary advisory committees that we have become so used to in education.

The career education effort we have found does offer an opportunity to change the rigid approaches to secondary education and develop closer relationships among institutions. There has been more of a climate of receptivity to change in fieldwork carried out by the National Manpower Institute in developing a 15-community collaborative venture among communities where they have gotten pretty far along in getting institutions to work on this transition problem.

We found the receptivity among career education personnel in those cities for these kinds of changes, and so those career education personnel are often taking leadership within limited communities to try to bring about linking other members of community organizations together.

We also find that that activity is concentrated very heavily in the elementary years and very little yet in the teenage years. Career education is certainly to have to be able to move into the teenage years where the transition to work really takes place.

Lastly: The establishment of better linkages in the transition from school to work ought not to reduce the time nor water down the content of business education or reduce the options for further education. Good, basic preparation, we find, is still just exactly what employers want. If the question is education for what, then the answer has to be pretty much education for whatever comes along.

Again, I think, echoing Mr. Davis' point about the need for adaptability as life proceeds, the discipline involved in acquiring a good education is still, I would think, a pretty good discipline or way of teaching discipline in the preparation for work. If the worthy thing is learned and absorbed from the general societal attitude toward and not something which is achieved through switching of education curriculum to some kind of indoctrination into the worthy thing.

The public here is pretty clearly united in its concern to shore up basic education and stop the decline of standardized test scores. It is very unlikely that it would welcome attempts that would run counter to that objective.

Those were my points, Mr. Chairman. There is a problem here and a very serious one in the transition from school to work. Career education, I believe, has helped expand the opportunities for doing something about these problems as it remains the response to these real problems, it has something very worthwhile to answer.

[The prepared statement follows:]

PREPARED STATEMENT OF PAUL E. BARTON, SENIOR CONSULTANT, NATIONAL MANPOWER INSTITUTE

Career Education is one of the major responses to the increasingly serious problem youth are experiencing in making the transition from school to work. That a problem existed and had some of its origins in a watered down "general" track in high school, neither good enough for college nor for a good job, was highlighted by Sidney Marland in launching Career Education. That the successful day-to-day application of the concept requires a ferreting out of the real barriers to work transition and overcoming them is well perceived by the head of the Office of Career Education, Kenneth Hoyt.

My particular interest has been to attempt to identify the full range of barriers and problems that impede the transition of youth to economic adulthood. This transition is affected by a number of institutional, economic, and societal developments, is too complex to be fully understood from a single institutional or theoretical perspective, and constitutes a whole in which an effort such as Career Education must find its special contribution. It seems important, therefore, to understand that whole as well as possible as a basis for charting a course for a venture to improve the transitions between education and work launched from the educational community.

Those dealing with the transition quickly discover what seems a fork in the road, and are told by many that they must choose one road or the other. They are told that one is the existance of an overall shortage of jobs and that the other is inadequacy in how institutions—schools, among others—perform their missions and relate to each other. Those who would take only the first road then deny that any adjustments by institutions are necessary and relevant, and those who take only the second road view the principal problem as one of youth poorly trained and motivated, and therefore unemployed.

The confusion exists because there are, in fact, two youth employment conditions. The first is a very serious shortage of jobs, and the second results from having left the process of transition itself unattended. To deny either would be a very serious mistake.

There is no doubting that this widespread shortage of jobs for youth places serious handicaps on efforts springing from within the educational community to improve the transition to work. Under these circumstances "career exploration" can too easily become an exploration of the fact of lack of careers and lead to a situation where the educational process encourages youth to lower their sights and aspirations to coincide with work place realities. Failure to find experience opportunities to broaden preparation for employment outside the clasroom can cause retreat and further isolation of education from work institutions.

There is no denying that this job opportunity shortage is a most significant fact in the lives of today's teenagers and in any efforts to help them. The extent of the shortage of employment opportunities has been well described in recent papers by Peter Edelman and the Congressional Budget Office. The devastating impact of the very much larger job shortage for minority youth, measured in terms of the vast numbers of youth who have given up looking as well as those counted as unemployed, is well described by Bernard Anderson in testimony last fall before the Joint Economic Committee. But it would be a strange logic which would reason that because there is this job shortage we should compound the problem youth face by failing as well to tackle real structural problems in the transition process itself.

Neither should it be concluded that educators and those responsible for shaping education can simply leave the responsibility for the creation of sufficient opportunities to others. For one reason, lack of perceived opportunity is bound to infect motivation to achieve and succeed in school . . . even to attend. For another, education institutions are the only agency in which we have invested a concern for the development of all youth, and that concern appropriately extends to the developmental aspects of life outside the classroom. The American Council on Education has been expressing a grave concern about youth employment policy . . . and youth policy more broadly . . . in the conferences and papers arranged by its Vice President, Stephen K. Bailey. Youth employment policy is not just the sphere of manpower planners and macroeconomists.

The proper educational concern extends to the nature of opportunities outside the classroom. There is increasing recognition of not just education, then work, but of a triad of productive activities in this still developmental period of life: education, work, and service. The vital need to create new employment and experience opportunities, in the service area as well as in private employment, also affords an opportunity to inter-relate these three activities rather than making another mistake of keeping them so separate that we create new transition problems to replace old ones. What used to be strictly education policy when education was only that which took place in the classroom should be a broader youth policy when we speak of the developmental years and include work and service opportunity as an element in that development.

Upon closer inspection therefore, the first youth employment condition of general job shortage becomes a very important concern of education and educators; successful handling of it will add greatly to the capacity to deal with the second condition. That second condition is the inadequacies in the links between institutions involved in the school-to-work transition. In some cases, we haven't done it well. In others we haven't done it at all.

The youth transition problem didn't suddenly appear with the onset of the present economic slowdown in 1974. Even in a boom year like 1969, there were already clear signs of a failure of youth employment conditions in slums to respond to general economic prosperity. Also, evidence was accumulating in the late 1960s of a gap in time between when youth graduate from high school and the typical age of hiring for adult type jobs.

Studies of the gaps between education and employment while they differ in size and the time they were conducted, have a common and persistent finding. It is that even in these prosperity years the typical age of hiring for regular entry level jobs in the large businesses was around 21 years of age. From about two-thirds to three-fourths of employers just didn't hire people below 21 years of age, whether they were high school graduates or not. A major longitudinal study at the University of Michigan, disclosed that 18 and 19 year old males[1] who were high school graduates weren't doing any better in the job market than high school dropouts of the same age.

Broader inquiry discloses a number of specific situations that create school-work transition problems.

Lessened labor needs by employers switching to machines are likely to be translated into hiring youth later and retiring workers sooner. Also, the standard employer practice of trying to hire people already experienced and trained works against youth whose only experience is in the classroom.

A straight-through system of education where it is taken all at one sitting means a sudden transition from a school world to a work world. It does not afford opportunities for work skills to develop in the way they are naturally acquired in the United States industrial system . . . absorption of them right in the place of employment. If teenagers are denied direct experience, the skills employees are looking for are not likely to develop. An overlapping of education and experience ought to be in employers interest as much as youth.

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[1] Only males were included in this study.

Planned intermixtures of education and experience to make the transition to regular employment more gradual and more sure do exist in some fine models around the Nation. But they have been painfully slow to spread to the point where they are a standard option for youth who want to go that route. Any expansion of them, of course, must be done carefully, in terms of honoring child labor laws, avoiding displacement of regular workers, and not cutting back on basic education. Here is an important assignment just waiting to be picked up.

The most obvious act of all in the transition from school to work is in helping place a student or graduate in a job . . . taking employer orders and matching them with applicants, and keeping track of who is hiring in the community and who is not. The public employment service, with its 2,500 offices, started in this business in the 1950's, and largely went out of it in the 1960's. Only a relatively few high schools have placement services, although there are a number of good models around the country, and some in cooperation with the employment service. We spend a lot of money getting young people through school, and then stop short at a relatively few dollars to help them locate a job when they leave.

As to making up their minds as to what kind of a job they might look for, the job counseling function in the secondary schools is carried out on an extremely limited basis. Available resources are targeted on helping the college-bound pick out and get into a college; there is no comparable expenditure, in typical situations, on the student not declaring for college. There is a resource in the community which can be tapped here, in retired people, volunteers, businessmen, and union headquarters if there is a willingness to go beyond traditional approaches, and use people who have the knowledge and the time to contribute.

If the state of the occupational information system in the Nation's communities is any index of the degree of interest the Nation has in youth employment problems, we would have to conclude that interest is pretty low. Information about local occupations and how they are entered is the most fundamental of commodities in any system of occupational choice and job search, yet it is typically unavailable to educators, counselors, and students alike. Its development requires the cooperation and participation of local employers, unions, manpower agencies, and school personnel.

The full available range of skill training capabilities in local communities is largely ignored in the formal education system. It funds skill training in the public classroom, but ignores the possibilities in certfied private schools and in reimbursed employer and union provided training for school age youth. There are also the youth skill training capabilities in the programs of the Comprehensive Employment and Training Act that need factoring into a total youth training program in a community. A broadened domain for skill training would have a positive effect in keeping the training more relevant to changing employer needs and hiring practices.

Employer hiring practices do not seem to be well informed as to what is and what is not permitted under Federal and State child labor laws. There are really four sets of regulations involved since both Federal and State laws have different provisions governing 14 and 15 year olds and 16 and 17 year olds. A six-city study conducted by the National Manpower Institute found employers to be poorly informed about these laws, with a tendency not to hire youth at all because they might run afoul of laws they don't fully understand. Counselors and placement personnel will have to know these laws also, as [illegible] those trying to arrange education-experience programs. This is an education job for someone that is a very real element in the youth transition situation.

The absence of transition linkages of the kind just described is very much related to the absence of close working relationships among the institutions critical to the transition from school to work. Each institution pursues its narrow assignment, as it is charged to do, and youth often find themselves without a road map from one to another. The National Manpower Institute has proposed that these transition problems be approached at the community level through a collaboration among the key institutions that have the power collectively to alter the present situation.[2] This would be done through bringing these institutions together in the form of Community Education-Work Councils, although the name itself is unimportant.

There is, indeed, a large agenda in smoothing the youth transition to work. I would not presume to tell Career Education what portion of that agenda, or how much of it, to work on. I am convinced that any significant progress will come about only as there is broad collaboration among the many institutions and individuals who must make things happen. I note also that H. R. 7 speaks specifically of that kind of collaboration, and also of the establishing and operating of "community career education councils." I would urge that whatever title is used here include the word "work" so that the inclusion of work institutions (employers and unions) is clearly intended and a clear difference established between collaborative enterprises and traditional *advisory* committees.

What has been here described is a shortage of linking mechanisms, and isolation among institutions with key positions in the transition process. This defintely does not mean that we should reshape the content of education curriculum away from basic education. Any observer of industry's hiring practices would have to conclude that it is the adaptability that comes with good education that industry is looking for. And any believer in public education would recognize the broader purposes education serves than a few techniques for performing a job.

An important value in the Career Education movement is that it has opened possibilities for desirable change in what has become too rigid a system of secondary education. In putting together a Consortium of collaborative arrangements, the National Manpower Institute staff has been in touch with a large number of communities.[3] It has found a receptivity among local Career Education personnel to taking a broad view of youth transition problems. In a number of communities NMI is working with, the leadership for bringing community-wide collaborative arrangements into existence has come from Career Education personnel. In others, the Career Education staff has insufficient resources to pursue these interests.

Possibilities for change are now more open than they were before, and the Career Education effort deserves credit here. It has so far avoided locking itself into a fixed set of principles and practices. And while the openness to change is bound to create some confusion and uncertainty, a willingness to work on the real problems of youth transition as they are better understood will be the lasting value of this effort. What Career Education can become is what is important, rather than what it has so far failed to be in some places.

In the process of becoming it is going to have to address the transition problems at the level of the teenager much more than it has. While the transition from school to work occurs in the secondary school years and after, Career Education's activity has been heavily concentrated in elementary schools. This problem is well recognized by Career Education's leadership, and the direction of future effort here is clear.

A considerable opportunity has been created by vigorous leadership. The task now is for this effort to be as effective as it can in achieving widely desired educational objectives and as improvement in the school to work transition.

Chairman PERKINS. Let me compliment all you gentlemen for your appearance here today and I certainly want to apologize for running out this morning. I had other appointments.

But tell us how you see that this bill, if enacted would interfere with jobs that adults now hold. Do you see any conflict anywhere along the line that could interfere with jobs that adults now hold?

Mr. BARTON. I don't believe I see any myself in the bill specifically that would provide that conflict. These are usually matters in any event, of how things are carried out operationally and as long as one is careful there, I would not see anything in the bill which is in direct conflict.

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[2] For a full development of this proposition, see "The Bou[illegible]source," by Willard Wirtz and the National Manpower Institute, 1975.

[3] The Work-Education Consortium Project.

Chairman PERKINS. Mr. Davis, I am sorry I missed your testimony, but I want to make sure I understand your main point. You are concerned that no career education program leads to students replacing paid workers. That is the point that you have made, am I correct?

Mr. DAVIS. Yes, sir.

Chairman PERKINS. Do you think the language in the present bill contains those safeguards?

Mr. DAVIS. We point to one particular section of the bill which would be section 7(a) which says that funds accepted under this act may be used for development and be implementing unpaid work experience for students whose primary purpose is career exploration.

We understand the intent of that, Mr. Chairman, but we think it ought to be a little more explcit.

Chairman PERKINS. Do you want to furnish us with some language so the committee can give it consideration?

Mr. DAVIS. Yes, sir; we would like to do that.

Chairman PERKINS. Let me ask you another question. Is it your intent that the legislation be comprehensive in nature to take care of the youngster in his early years, perhaps counseling when he is in the third, fourth, fifth, or sixth grades, all the way through high school, being exposed to many areas that vocational education now covers for adults, such as industrial trades, exposed to them voluntarily in the early years? There is no objection to that kind of training?

Mr. DAVIS. No, sir; except that we might want to make an observation that we would like to see industry and labor get closer to the guidance counseling people because a lot of them are not aware of a lot of things that are going on, but that has nothing to do with the bill itself.

Chairman PERKINS. I am a firm beliver that unless a youngster gets training at an early age, if he waits until he is 19 to 25 and then takes apprenticeship course, he is not going to be able to make up his mind when he goes out in the world to earn a livelihood.

That is the real background and purpose of this legislation. It is not to supplement vocational education, but to complement it.

Mr. DAVIS. We support that.

Chairman PERKINS. And commence at an early age. With those views, you are supporting the legislation?

Mr. DAVIS. Yes, sir; very strongly.

Chairman PERKINS. Do you have any further comments along that line?

Mr. MATTHEIS. Only, Mr. Chairman, to indicate a particular concern and one that I would say is being reasonably taken care of in most of the career education programs. As to Mr. Davis' first point of early career choice decisions, I think that is an absolute must that we avoid that, and I don't know of any developing plans that are trying to force young people to make career decisions at an early age.

This is an awareness time and informational time so at some later stage they can make a decision. They have a wide choice of information form which to make it and I certainly concur with Mr. Davis' point about that and hope that we are able, in the development of career education programs, to see to it that we don't fall into that trap.

Chairman PERKINS. Let me see, Mr. Mattheis, if I understand you. From your statement, your main concern is you want to make sure that the funds can be used to contract with private companies for the development of curriculum materials?

Mr. MATTHEIS. Yes, sir; those are two of my main points. Primarily because of our experience in the Educational Research Council of America, where although we are a private not-for-profit corporation in the development of the materials, we work very closely in collaboration during the developmental stages and even more importantly at the time the development is finished when we get to the point of publication and distribution of them across the Nation, in working with a private publisher.

Chairman PERKINS. Now, the language in the bill, have you also some suggestions?

Mr. MATTHEIS. Yes, sir; we have. In my written testimony I have suggested specific changes.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. Thank you, Mr. Chairman. Mr. Davis, I am really surprised that the National Advisory Council on Career Education doesn't have any labor representatives on it. That is astounding, if that is the case.

Mr. DAVIS. It is true though, sir.

Mr. QUIE. We usually leave that part of the requirements on advisory councils kind of broad because we would expect especially in this area, that there surely would be labor representatives included because organized labor has such a dominant role in what happens to people who go out into employment. We are going to look into that, if I have anything to say about it.

Rather than talk about things where we agree, I would like to get into a place where I have some question. I visited a program they call the career education program in Philadelphia. That was a school that really astounded me because they had a policeman in every corridor in the school building. Some days student absence ran as high as 50 percent. It was a horrendous thing.

They had to eliminate the school lunch program because it was too dangerous. You had the utensils there. I don't know whether they used the soft plastic ones, where you couldn't stab anyone with them, because you had a hard time stabbing a wet noodle without breaking them.

They had to eliminate that. They had a career education program and those students did spend a bit of the day with a little bit of work experience, where they were paid. I don't know whether they were paid the youth differential, the minimum wage, or whatever.

This was to me an exciting program because those kids saw the relationship with what they are doing in that limited amount of time in the week with their education. So it seems to me that they would be in school in the sense of a motivated student in school versus being in a sweatshop type of situation you talk about.

There are kids who sit it out, who leave, and the alternative is they are on the street corner getting into drugs and problems of all kinds.

You suggest that they pay the prevailing rate, but it seems to me if every young person is paid the prevailing rate we are going to have increased unemployment among teenagers rather than decreased. To me that is a serious problem that is facing us. It seems that the AFL-CIO approach is when we have very serious unemployment and you want to keep people off the job as long as possible and get them off the job as soon as possible when they get old and thus leave it for those individuals between 21 and 65 or 62.

I think one of the reasons we have such a horrendous problem with young people is they don't feel they are needed. Isn't there some place between the position that you take and going back to the old sweatshop so that we could have a realistic program of reaching those young people so they can gain some work experience?

Let me make the last point before you respond. You know, many parents don't work at all so you don't have that work experience. Something like 9 million children are in fatherless homes. Second, if they do, then the father or mother work someplace where nobody can see what they are doing. Those kids are denied the opportunity of seeing work around them until they are practically finished high school.

I would like to hear your response to that.

Mr. DAVIS. Let me begin by saying that when we deliberated on this particular question, the first thing that came to our mind is that we were not talking about young people somewhere on Mars. We are talking about the sons and daughters of our members. These are our people we are talking about.

We are not coming before this committee to give you the impression that we are hard line about young people going to work, we are trying to just caution about the opportunity that could be available to employers to use this kind of thing as an incentive to get their work done while heads of households are standing on the corner collecting unemployment.

If the labor and business and the educational community got together at the local level, we can deal with those problems. I haven't seen anyone who disagrees with what we are saying in that area. I know it comes out a little harsh and sounds a little negative, but it isn't. We are talking about our own youngsters when we talk about this.

We have had experience way back in the President Johnson years if you might recall when we were trying to work with the hard core unemployed and there were all kinds of schemes in which employers entered into agreements with the Department of Labor to bring about some upgrading and so forth. We saw hundreds of people go through experiences and came out of them no better than when they went in because the job wasn't done.

So, with that frame of reference, we do caution on this subject and we do think that there are places in this country where you don't have a high rate of unemployment in which these kinds of things can be tried and models can be developed for others to follow. So that is all we are really saying here.

Mr. QUIE. I would agree if this could be addressed locally, the people involved, the business and industrial people and organized labor and the school officials could work it out. I recognize from places that I visited you see a narrowness of view from one point or the other, but there is enough experience where they work cooperatively with each other so that could be addressed.

I sat with people in organized labor and business agents where they have said to me there is no reason why their children in that initial job should be paid the minimum wage. They want them to get a job, get a little experience and move up into the minimum wage as soon as they can. I recognize they aren't talking about sweatshops either, but they would like to see them get some of these work experiences.

Mr. DAVIS. You will also find business agents that will take the opposite view.

Mr. QUIE. One of the problems with that school in Philadelphia is there were about 5,000 students in the high school. No one can handle it when you have that many people. You are just trying to hold down violence constantly in that situation rather than work in a community spirit. I think that is a mistake we made in letting these things get too large.

Again, you mentioned the importance of instructional media. One of the things that struck me in looking at these problems is that the media people never seem to have much diffificulty getting their stuff sold.

I recall when title I came in, the salemen were there at the superintendent's doors with the forms to fill out. They bought equipment that never got used, they maybe have it out of the basement now and uncrated so people wouldn't find it. There was a huge amount.

I visited schools where the buildings were in bad shape. They couldn't get teachers they needed in some classes where they had teachers aids, but they had the most beautiful equipment in those rooms. It is amazing what was there. So I tell you that my bias has been that when people had a choice between things and people they ended up taking things.

It has been told to me that situation is changing now, that people are spending their money on teachers instead of materials. I haven't witnessed that at all. I know you come from experience as a superintendent in Iowa and a Commissioner of Education in Minnesota and have been down here working in the U.S. Office of Education and running the program down here and now outside of Government in that sense. I wish you would elaborate more on that.

Mr. MATTHEIS. I think as part of the educational community out there and then here in Washington, I testified to this at both ends and continue to think that one of the real problems generally is not with title I, but with some of the other programs was the [illegible] part of it which caused school boards to get their programs all fouled up because they are given a bonus if they spend it in certain areas.

There was a fair amount of money and not all that much in the way of programmatic background in order to lead them to spend it properly. We are not talking about that at all here and particularly with the program that the research council has accepted which had some media components in it in the way of cassettes and filmstrips and so on.

The real meat of it is what I classify under the title of instructional materials which is in effect a textbook-like piece of material and that is something that is used every day by the teacher in an ongoing process. They are used to using those materials in the teacher learning process. It isn't like some of this fancy equipment that nobody knew how to operate, and I would be as concerned as you if we are just talking about improvements per se and totally. It is primarily instructional.

It is a much broader concept that we are talking about. If you are not familiar with the fact that the spending has been reduced, I want to make you aware of that. The expenditure for these materials has been cut in half in the last half dozen years. I think it was 1.4 percent of the budget down to something like .7 of the school district budget. There has been a terrible reduction for instructional materials, text books—those kinds of things, and it seems to me we should have a great concern about these being available to teachers to use.

Mr. Quie. If we don't have material to work with, we ought to be concerned. I just have a concern about the Congress, the U.S. Office of Education substituting their judgment for the local school districts' and then making decisions. You don't have enough there so we are going to have a program especially for them, and I would like to know what the problems are.

You mentioned that there was such a dramatic reduction in the purchase of media. I think the problems revolve around a number of issues: number one, is simply the conflict about finances that are generated in schools caused by property tax problems, mill levy defeats at the local level and State aids that are not as generous as they were a few years ago.

The budgets are becoming much tighter and the negotiation for salaries and various line items get more constricted in the negotiation process, either to prevent strikes or to settle them. One of the areas of fluidity is instructional materials. It really is getting in very desperate shape and I think that it could stand some support.

I don't think in this particular piece of legislation it would be wise to think of funding these kinds of needs ad infinitum. It seems to me this would be a piece of legislation to encourage the expansion of career education and expenditure for those needs for a period of years.

I don't see it going on forever, but rather as assistance to get programs started. It would then become a part of our ongoing educational program with financing taking its chances along with the entire range of program expenditures.

You mentioned that $75 million and you believe we might try to reinvent the wheel with the $25 million. Why don't we try to reinvent the wheel three times as fast with the $75 million?

Mr. Mattheis. With regard to inclusion of the private sector; I think would provide an opportunity to prevent that. The fact of the matter is that there are many very good materials out there already and some of them in the private sector. If they were to be eliminated from consideration, the options then are for the State and local governments to, in effect, develop their own curriculum material, and I think we have had far too much of them, perhaps where they did not have the time and experience and staff and knowledge and knowhow and what they end up with in many, many cases is of rather poor quality, in many cases, mimeographed materials sitting on shelves or on teachers' desks.

What I think we really ought to concentrate on are high-quality programs that are used broadly across the country. There is no need for everyone to have their own individual programs and be unique.

Mr. Quie. Do you feel that when the State has coordinators and has the materials that we ought to not fund any of that? This is one way we could do it—just supplant or substitute Federal funds for State funds. It seems to me we haven't gained anything and some States are farther ahead than others. Should we just try to bring everybody up to a certain level or get an even distribution around the country no matter what they did before.

Mr. Mattheis. I think in order to use the money in the best way would be to help those who have done the least. I think that is a very difficult thing to do, however. It seems to me it is going to have to be a universal agreement. It seems to me those who have done something should have been taught to employ what they have.

I think there is a very, very great need to get something done at the junior and senior high school levels and even those who are doing quite well have not broached that problem literally at all. So there is a great need out there.

Mr. Quie. Let me go back to the media, the material that you are talking about. You indicate that there is poorly developed curriculum on the local level due to mimeographed material. I have seen some poor material and some excellent material because the person who developed it was just an outstanding person. You mentioned Ohio State University's grant of $5 million for that comprehensive career education model. That isn't the only experience we've had with the Federal Government funding some programs that either the Federal Government or somebody who is doing it for them had the intelligence to do. So you have difficulty on both ends.

Are you suggesting that through the mechanism of private curriculum sales that they have the incentive to do quality material and the consumer determines whether it is any good or not. They have got to make a living so they are probably providing something that the consumer will buy.

Mr. Mattheis. I think that is precisely the incentive that is there in the private sector for the production of materials, which hinges upon whether it will be sold to the consumer. There is research and investigation before you go into it. There is close collaboration while you are working on it. The highest quality material on Earth, if it is not used, is not any good. It seems to me in the private sector they take greater pains to make sure it is going to be used when they get it developed.

Mr. Quie. Let me ask you the last question. I hear every once in a while that we ought to put some money into the effort to remove sex bias from all of the curriculum material and while I would like to see that, we did have sex bias removed.

I have got some great reservations about the Federal Government again being the one who is going to do that in the most intelligent way. Could you address yourself to that because you make a passing reference to it in your testimony and I think you must have thought extensively on that matter, both down in the department and now.

Mr. Mattheis. Mr. Congressman, we have in both processes. Number one, in the curriculum material that we have, we work very carefully on it and provide that it be sex-free. We have visits by the womens' organizations and get clearances to the degree that we can from them all along the way to make sure that the presently developed materials are sex bias-free. As attitudes and occupations in employment change, what we thought was OK years ago isn't the method today and that is going to have to be constantly modified.

So I would say that in the development of the materials we are cognizant of the problem. We think we are attacking it very, very particularly and have it resolved.

With regard to the other point, however, I have a similar if not stronger concern than you do and I would relate back to my days when I was the employee of the Federal Government in the Office of Education and I think of the title IX amendments—9 or 10, the sex discrimination act. The seventh amendment in which the HEW had to draw up the rules and regulations. I was very active in the group at HEW that worked on this and in the area of curriculum in particular.

As a matter of fact, at that time there were, I think, really three that felt very strongly about the position, that was ultimately taken on the regulations and that was to not address the curriculum material because of the possible infringement of Federal Government in the curriculum of the country.

I was happy to be on the same side as the Commissioner of Education in that regard. Many people thought we ought to go in with a heavy hand and wipe out a lot of the sex bias. It is my contention that the issue has been identified properly in this land and I think it is being dealt with expeditiously on many points where it properly should be dealt with at the State and local level, and I would be one who would have many reservations about the Federal Government getting involved in that activity.

Mr. QUIE. I have reservations about anything being sex-free. That sounds like denying reality. I haven't found a man who can bear a child yet.

Chairman PERKINS. Thank you.

Go ahead, Mr. Kildee. I have a delegation of my people from east Kentucky and I will take them to the back and chat with them for a few moments.

Mr. KILDEE [presiding]. Mr. Weiss, do you have any questions?

Mr. WEISS. Would you feel the same way if the question were not on sex discrimination, but of racial or religious discrimination?

Mr. MATTHEIS. Yes, sir; I would, Congressman Weiss, and the qualification is that it is involved with curriculum in the school. The issue of sex discrimination or religious discrimination is an issue that must be dealt with, but there are agencies and places for it to be dealt with and it is my judgement that the curriculum in the schools ought to be dealt with at that level of responsibility, the States primarily.

They have constitutional rights for education. They should deal with it in whatever way they can deal with it. It is not thought that it shouldn't be dealt with.

Mr. WEISS. Doesn't that take us back to the early days of civil rights? These are some of the same arguments that were used then.

Mr. MATTHEIS. I guess I would say, Congressman Weiss, that the early civil rights activities were on issues other than curriculum and I see a difference, as a matter of fact, with regard to voting rights vis-a-vis the curriculum.

I see voting rights being a situation that has a responsibility and is constitutionally dealt with at the Federal level. Curriculum is not, nor is education. As a matter of fact, I see them being dealt with at different levels.

Mr. WEISS. Thank you.

Mr. KILDEE. Any further questions? I think that will complete the hearing. We will recess until tomorrow morning. Thank you very much for your cooperation.

[Whereupon, at 10:55 a.m., the subcommittee recessed, to reconvene at 9:30 a.m., Thursday, March 3, 1977.]

[Material submitted for inclusion in the hearing record follows:]

SOUTHERN ARKANSAS UNIVERSITY,
Magnolia, Ark., February 18, 1977.

CARL PERKINS,
*Chairman, Committee on Education and [illegible], House of Representatives,
Rayburn House Office Bldg., Washington, D.C.*

GREETINGS: I am writing to encourage you to co-sponsor H.R. 7. I support the concepts of Career Education as developed in the bill. I have been involved in the Ohio State Career Development program and I have seen the excellent results produced there. Appalachian children and children in isolated communities come to understand and aspire to jobs and occupations previously beyond their awareness.

As a concrete example, in one small town along the Ohio turnpike, students looked on truck drivers as the higher paid jobs in their community and aspired to those jobs. All well and good, however, through the career development program, students became aware of all the supporting occupations in wholesaling shipping, warehousing, etc. This new expansion of vision benefitted the community and local businesses greatly. More importantly, the students received the benefit of better self-concept, more realistic choices in employment and improved life styles.

I evaluated the Ohio Career Development program for the State of Ohio. My doctoral disseration is titled, "Teacher Personality Types as Leadership Styles Related to the Levels of Use of an Educational Innovation: Career Education in the State of Ohio". I saw firsthand many of the outcomes and problems in Career Education as I travelled over the state and interviewed over 500 teachers, counselors and career coordinators. I was the third party evaluator for several school systems. The program *is* worthwhile. I would be happy to share my research, experiences and current program with you. I am director of the Center for Educational Innovations and Program Evaluations and I am currently developing a course at Southern Arkansas University.

I would be most happy to testify during local hearings and/or to present a demonstration lecture on Career Education concepts and the implementation and evaluation of innovative programs.

Please place me on your mailing list and keep me posted on the progress of H.R. 7.

Sincerely,

Dr. E. A. SHIPMAN.

FEBRUARY 25, 1977.

CARL PERKINS,
Chairman, Committee on Education and Labor, House of Representatives, Rayburn House Office Building, Washington, D.C.

DEAR MR. PERKINS: We have read with great interest the Perkins Bill H.R. 7. I have worked with high school students for over eleven years and I have found that many of them dont know what they are going to do after they graduate.

I believe that the Perkins Bill could help to eliminate this problem. The money spent by the Perkins Bill will more than be returned by having productive citizens graduating from school. I would appreciate receiving anything from you on vocational or career education.

Your support of the Perkins Bill will be greatly appreciated.

Sincerely yours,

EARL A. CLEVENGER.

SAM HARRIS ASSOCIATES, LTD.,
Washington, D.C., February 28, 1977.

Hon. CARL PERKINS,
U.S. House of Representatives,
Washington, D.C.

DEAR SIR: I am writing in regards to H.R. 7, a bill to authorize the delivery of career education services to our nation's schools.

I have completed theoretical research on occupational and career structures, the results of which have been used to define the program structure of the Career Awareness Division of the National Institute of Education. As a result of my continuing interest in this area, I am now particularly interested in Federal efforts to deliver career education services to schools.

In other research of mine, which addresses the design and implementation of an equal opportunity society, I have argued that career education can serve as a primary program for expanding the meaning of freedom of choice of young persons in their own occupational and career choices. Some of the support for career education and H.R. 7 has been predicated on the assumption that it would serve this purpose.

Whether or not the implementation of career education does in fact bring new awareness and new opportunities to low-income students depends on the processes of implementation within states and on the fair administration and utilization of the career education service. Typically, new innovations and the use of Federal funds to stimulate educational reform have been utilized by those schools which need them the least. Also, the services actually delivered to students by teachers and counselors are often filtered to favor those students who need them the least at the expense of those who could benefit. There are many reasons why schools and students who could profit from new reforms do not. Sociologists have been studying these reasons for some time, although few have sought to do something about them.

For these reasons, I am seriously concerned with the development of plans to monitor and evaluate the fair distribution of Federal money and to assess the need for providing technical assistance which may be required to insure that the delivery of career education actually occurs in the way Congress intends.

If the issues I have raised here have not been fully considered by the Subcommittee, then I would like an opportunity to further substantiate their necessity. I would urge that the Congress itself provide for these needs within the legislation proper.

Thank you.

Sincerely,

Lloyd V. Temme, Ph.D.

ELEMENTARY AND SECONDARY CAREER EDUCATION ACT OF 1977

THURSDAY, MARCH 3, 1977

House of Representatives,
Subcommittee on Elementary,
Secondary and Vocational Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:48 a.m., pursuant to recess, in room 2175 Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Members present: Representatives Perkins, Weiss, Kildee, Le Fante, and Pursell.

Staff present: John F. Jennings, majority counsel; Charles Radcliffe, minority counsel; and Nancy Kober, staff assistant.

Chairman Perkins. The subcommittee will come to order.

This is a continuation of the hearings on the career education legislation we have before us.

Our first witness is Dr. Vivienne Anderson, acting associate commissioner for instructional services, New York State Department of Education.

I think we will have you come around as a panel. We have Dr. Ronald S. Esposito, mobile career education project resource unit, Rhode Island College, Providence, R.I.; and Mrs. Bernadette Griffith, director of the career education project, Cashmere School District, Cashmere, Wash.

We will hear from you first, Dr. Anderson. We are delighted to welcome you here this morning. I would like for Mr. Weiss to introduce you since he is from your State.

Mr. Weiss. Dr. Anderson is one of our most distinguished educators and I am more than delighted to welcome you to this hearing today. Thank you for coming down.

STATEMENT OF DR. VIVIENNE ANDERSON, ACTING ASSOCIATE COMMISSIONER FOR INSTRUCTIONAL SERVICES, NEW YORK STATE DEPARTMENT OF EDUCATION

Dr. Anderson. Thank you very much.

I believe you have received my written text.

Chairman Perkins. Yes. It will be included in the record at this point.

[The statement follows:]

PREPARED STATEMENT OF VIVIENNE ANDERSON, ACTING ASSOCIATE COMMISSIONER FOR INSTRUCTIONAL SERVICES, THE NEW YORK STATE EDUCATION DEPARTMENT

Good morning. I am Vivienne Anderson, Acting Associate Commissioner for Instructional Services and State Coordinator of Career Education for the New York State Education Department. I am pleased and honored to have this opportunity to testify on H.R. 7, the Elementary and Secondary Career Education Act of 1977. As staunch advocates of career education, we in New York State, believe that this Act is greatly neded. We have given career education high priority, and we are working conscientiously to maintain its steady and continuing growth.

This testimony approaches the Bill from three perspectives: (1) the need for its passage and implementation, (2) the readiness of the New York State Education Department and school districts of the state to implement career education and (3) the requirements of the Bill.

I. THE NEED FOR PASSAGE AND IMPLEMENTATION OF THE ELEMENTARY AND SECONDARY CAREER EDUCATION BILL OF 1977

The unrelenting problem of youth unemployment is not unique in New York State. It is one of crucial national concern. Statistics indicate that young people, between the ages of 16-24, comprise almost half the nation's total percentage of unemployed. While career education cannot solve the unemployment problem *per se*; while it cannot actually create jobs when they do not exist, it can make the following indispensible contributions. Starting at the kindergarten, and continuing through the entire spectrum of the educational experience, career education fully acquaints students with the vast variety of enterprises in the world of work. It helps students assess their individual work potential to insure a conscious matching, through deliberate study, personal ability, capacity and interest with potential fields of employment.

We are told that during a working lifetime, individuals can experience as many as seven job changes. Career education equips school leavers, at any level, with the flexibility needed to adapt to change. It teaches the skills of decision making from the earliest ages, and these skills are absolute requirements for the mental, psychological and economic security and survival of individuals who, through their own will, or through forces beyond their control, undergo job changes during a lifetime.

Career education also concentrates on making work meaningful. It helps students to develop a work ethic, a sense of "work values," a knowledge about and a belief in the basic purpose of work for personal satisfaction and financial security. It systematically teaches youth to seek work, to find work and to keep employed by teaching the mastery of essential competencies; decision making and information gathering skills; attitudes, appreciations, and the employability skills of flexibility and adaptability. All of these competencies prepare the student for a life of satisfying productivity.

II. NEW YORK STATE READINESS TO IMPLEMENT CAREER EDUCATION

New York State has been involved in the development of career education since the early 1970's. Through a variety of federal grants, we have developed programs on a regional basis, as well as model school district programs. We are now concentrating on eight well-developed comprehensive kindergarten-through-grade-twelve model school district programs. New York State's readiness and need for the Bill we discuss today are indicated by the following special measures taken by the Education Department to indicate to the school districts of the state that career education is a priority in the state's instructional program.

Career education is now designated as a priority under the federally-funded Elementary and Secondary Education Act, Title IV–C, which provides grants for selected proposals to develop, validate and demonstrate exemplary programs. This priority has been given a five-year timeline. To date the largest number of proposals received from school districts, in all the priority areas are requests to validate career education programs. This strongly indicates the degree of interest, involvement and readiness that exists to implement H.R. 7 in New York State. Such validation will enable us to identify career education programs which are instructionally sound, cost effective and transportable to other school districts in a major statewide dissemination effort.

Career education has been identified as a priority in the curriculum development projects undertaken by Boards of Cooperative Educational Services. These are intermediate districts which provide shared services for school districts in their region. In the main, only designated priorities will be funded. This new system enables the Division of Curriculum Services to work with Boards of Cooperative Educational Services to develop publications that have potential for Statewide use (rather than, as in the past, publications that are used by the school districts in the immediate vicinity of the given Boards of Cooperative Educational Services). Again, career education will enjoy statewide dissemination through these new curriculum materials.

The Commissioner's Statewide Advisory Council on Career Education, organized last year, is now in full operation. This group is composed of leaders in business, industry, government, labor, the parental constituency and educators. The New York State Vocational Advisory Council's Committee on Career Education, which has led the way for career education in New York State, serves as the nucleus of the group. The council is now working with the Department on the development of a statewide plan for career education which will interrelate the efforts of the private sector, the lay public, government and the schools.

The New York State Congress of Parents and Teachers has designated career education as its priority for 1976-77. That organization will highlight career education in its spring conferences which are held in each of its seventeen districts and report career education-related news for use in our career education newsletter, "Tomorrow."

A statewide Career Education Dissemination Project is currently in its second year of operation. During 1975-76 the project conducted 12 regional workshops throughout the state and trained approximately 450 teachers to weave career education into their instructional programs. During the current school year, the project has provided program and personnel resources, on request, to 115 school districts, and distributed career education materials to over 400 school districts. The project publishes a monthly newsletter with a distribution of 12000 copies to educators and leaders of business and industry.

In an effort to evaluate our current work with eight federally-funded career education model districts, approximately 4,000 students from the eight model school districts and 2,400 students from school districts not participating in the Project will take pre- and post-assessment tests. An analysis of the pre-test and post-test data will indicate whether students in the model districts show significant gain in their scores, as compared with the non-program students. If so, we shall be able to demonstrate that the model district teachers have exposed students to instructional activities and events, related to career education, which made a difference in learning. The information gained from this assessment will provide the State Education Department, the eight model districts, and school districts of the state with direction in improving career education; and the demonstration and dissemination of successful career education programs will be made possible.

III. THE REQUIREMENTS OF THE BILL

The following are some amendments which we recommend to you:

1. The requirement in Section 5(2) that in its application to the U.S. Commissioner, a state agency commit its board to establishing "a statement of policy that career education is of prime importance in elementary/secondary education within the state" should be deleted. It would be presumptuous for a state agency to apply for funds committing the state board of education of that state to a policy statement which they may not have considered at that time.

2. The requirement of Section 5(4) that a state agency will hire a state coordinator for career education with certain qualifications and for certain organizational placement and administrative prerogatives should be deleted from the Bill and left to the state agency to establish its own requirements.

3. The requirement in Section 5(5) stating that the second person to be hired must be a person trained in guidance and counseling should be deleted from the Bill. The organization of a relationship between the Office of Career Education and other units within the state agency should be left to the best practices of that state agency.

4. The requirement in Section 7(a)(2)(G) regarding the development and application of a certification standard for career coordinators should be deleted. This provision could set up an unnecessary "gatekeeping" requirement which could be filled by a number of other certified personnel in other areas.

5. The provisions of Section 8(b)(2) should be parallel to the provisions in paragraph 3 for the first three years, in that both state administrative monies and local funds are funded at 100 percent for the first two years and then go to 75 percent in the third year.

This Bill deserves commendation for the following points :

1. The schedule of rising and declining federal funds over five years is well designed to assist states and localities to initiate, expand, and continue career education in an orderly manner. The Bill makes neither an abrupt start, which would find the schools unprepared for the federal funds, nor an abrupt end, which would leave the schools unable to continue without federal funds.

2. The provision that funds must be made available to the states before the start of the year in which they are to be spent will be a great help to the states and localities for planning the best use of the money.

3. The requirement that states establish objectives year-by-year and stipulate how they will be accomplished is a good template for state planning in career education. Moreover, it takes full advantage of what some states have already done at their own initiative and/or with funds provided under the Education Amendment of 1974.

4. The broad array of activities permitted by the states and localities is admirable. Major leadership activities needed to establish career education are written into the Bill.

5. The intention of state and local services to private, non-profit schools assures that the benefits of career education will be available to all elementary and secondary students who need them.

6. The National Institute of Education has already begun the kinds of activities the Bill calls for and needs to expand them along the line the Bill sets out. For example, Experienced-Based Career Education, developed by National Institute of Education, is currently being disseminated by the Office of Education as a valuable and effective program.

The Bill builds directly on what has already been accomplished in career education and guides the next steps with appropriate federal help.

Again, I thank you for this opportunity to testify.

Dr. ANDERSON. Mr. Chairman and members of the committee, I wanted to say, first, that I am very pleased and very honored to have the opportunity to testify before the committee. I want you to know that in New York State, we are staunch advocates of career education. We are moving forward to make it a top priority and working conscientiously to maintain its steady and continuing growth.

I would like to talk very briefly about three components: The need for the bill as we see it; the readiness of New York State to implement it; and some comments about the requirements of the bill.

First: I know that we are all deeply and mutally concerned with the unemployment rate of youth in this Nation. The fact that youth, between the ages of 16 and 24, comprise almost half of the total national percentage of unemployment is a crucial problem which we face together.

Career education, per se, cannot create jobs, that is obvious. It cannot solve the unemployment problem. Nevertheless, career education can do a great deal to develop employability in youth. That is an indispensable factor that must really flow through our total educational system.

Beyond that, we know that in a given lifetime, individuals can change jobs maybe seven times. Therefore, a great deal of flexibility is needed in the human individual in order to adapt to these changes we are sometimes expected to make and are sometimes beyond the control of the individual.

Career education can do a great job there. It helps students to develop flexibility; it helps students to develop decisionmaking skills; and to enable them, with security, to go through a variety of changes which may affect them during their individual lifetime.

Now, New York State, I would like to emphasize, stands entirely ready to implement career education and this bill at this time.

We have made career education a priority in our State in a variety of ways. We have designated it as a priority under title IV(C), the federally funded programs of the Elementary and Secondary Education Act. We would like, therefore, to be able to put those moneys, which are designated for career education, to help districts that give us really good proposals; to develop, to validate, and demonstrate excellent programs in career education. Once validated, when we know they are cost effective and transportable, to be able to then disseminate them through the State to many school districts.

Career education is also being, in New York State, identified as a priority in our curriculum development work with our Boards of Cooperative Education Services, which, in our State, are like intermediate districts that provide services to school districts throughout their regions.

It has also become a priority in the establishment of the Commissioner's Statewide Advisory Council on Career Education, which is composed of distinguished and very hard-working leaders in business, industry, government, labor, and the parental constituency, as well as educators.

We are very proud in New York State of the fact that the New York State Congress of Parents and Teachers has now designated career education as its priority for 1976–77.

Our statewide dissemination program is activetly operative at this time. Last year, we had 12 regional conferences with thousands of people, with the schools and industry involved in them. We also trained about 450 teachers who had had little or no experience with career education at all in their past experiences. In the present year, we are already, since September, serving with personnel services and other resources, on request, to 115 school districts and distributed career education materials, on request, to over 400 school districts of the State. I believe you have copies of the first three issues of our newsletters.

Our evaluation efforts in career education, we look upon with intense seriousness. We wanted to have an outside, objective, hard-nosed look at what we were doing in career education in New York State and we are pretesting and posttesting students involved in career education to see whether there is any significant gain in their learning through the career education program.

From the assessment program, we hope to be able to discern our most successful techniques and efforts, and then to demonstrate these efforts and disseminate these efforts throughout the State of New York.

Now, just a few words about the requirements of the bill. The following are some of the amendments that we would like to recommend to your attention.

I believe that, in terms of the hiring of the coordinator and making that person responsible to the chief school official, as well as the hiring of a second person who is a trained guidance person, it would seem to me that those elements of the bill, I suggest, should be deleted. Because it would seem to me that the State agency would determine those kinds of hiring policies; or, shall I say that that kind of administrative decisionmaking function perhaps would be better left to the States.

Regarding certification standards for career coordinators, I think, in the broad sense, should be deleted and could set up an unnecessary gatekeeping system. I think that those kinds of very highly specialized requisites for employees might tend to exclude some very excellent candidates who would not fall under that category.

In terms of the required policy statement, here again, we recommend deletion of that from the bill because, as I believe you can well understand, it would be extremely difficult to commit a State board of education to a statement in a proposal for funding if, for example, that statement had not yet been forthcoming, in terms of their expressed and documented policy.

In another suggested amendment, it would seem to us that funding, as designated in the bill in the State and the local educational agency, should better be parallel for the first 2 years at the 100 percent level, which you have designated for the local educational agency, and then go to 75 percent for both in the third year, rather than the decrease indicated for the State education department from 100 percent to 75 percent in the second year.

I think that the bill deserves very high commendation in many, many respects. I will selectively mention to you now just a few of those.

I think that the schedule of rising and declining funds over the first 5 years is excellent. It permits an orderly development of the program.

I think that funds being made available before the start of the year in which they are spent is exemplary. This truly allows for good planning. You are not sitting there waiting to find out in the last minute. You can plan in advance in the long-range style.

Third: It is good to require the States to establish year-by-year objectives and account for the degree of accomplishment.

Fourth: I believe that the bill sets forth an excellent array of leadership activities.

Fifth: I think the intention of State and local services to be provided to nonpublic schools is outstandingly good. This means that the benefits of the bill will be provided for all youth.

Sixth: I think that the expansion of the activities of the National Institute of Education, as indicated in the bill, is excellent. The national institute, as you know, is already engaged in exemplary research and dissemination on career education, and I think that it would be excellent if it were to be continued.

There is one other thing which I don't believe I documented but which I would like to say at this time, and that is, I think this bill has an excellent and unique provision in that it states that 5 percent will go for administrative purposes to the State agency. Then, it indicates that 10 percent should be allocated to the State agency to provide a variety of very specific kinds of leadership services to the locality.

To the best of my knowledge, this bill is unique in that regard. Ordinarily, you might have a 5 percent in order to do all these things, which is absolutely impossible.

This bill realistically enables that State agency to have a modest but sufficient amount of money to provide essential leadership activities in the development of this program. In my opinion, I think that this is the kind of proviso that should really be woven into other legislation. It is so good.

I want to thank you again for this opportunity.

Chairman Perkins. Thank you for your outstanding testimony, Dr. Anderson. I understand you need to leave early this morning; am I correct?

Dr. Anderson. That is right. I apologize.

Chairman Perkins. We will hold our questions down to a minimum. I am sure all the committee appreciates your appearance here. You have been an outstanding witness.

I would like to ask you, following up on your testimony, one question. What would New York State do with the funds available under this particular bill that you are not already doing? You seem to have made a good start up there already and I wonder what your next step would be.

Dr. Anderson. I am really glad you asked me that. Actually, we are working very, very hard on extremely limited funding. The effort is, I hope, a big one for the funding that we have which is extremely small. This bill would enable us to do very specific things to amplify the current efforts.

We would be able to, in the broad sense, provide a statewide in-service education program for school districts that would become involved, or are already involved, would continue that involvement, and build involvement in career education.

We would be able to train the local coordinators who could be appointed in school districts under the provisions of this bill. School districts, in New York State—and we have 576 of them—do not have, by and large, career education coordinators. This would enable that kind of leadership function and person to be built into the instructional program.

Then we, in turn, would be able to provide the necessary training.

Chairman Perkins. Would you yield, Mr. Kildee, to Mr. Weiss?

Mr. Kildee. I don't mind at all, Mr. Chairman.

Chairman Perkins. Fine. I want to call on Mr. Weiss, first, because Dr. Anderson is from his home State. Go ahead.

Dr. Anderson. Very briefly, to complete my response to your question, I think that we could also collect and disseminate materials in a central resource center. We would do a statewide assessment.

Our assessment is limited. We would hold leadership conferences. In effect, we would do many things specifically indicated in the bill which we really do not have the funding to carry out at the present time.

Chairman Perkins. Thank you very much.

Mr. Weiss?

Mr. Weiss. Thank you very much, Mr. Chairman.

Dr. Anderson, as you know, in New York City, we have just about totally laid off, or fired, all of our guidance counselors who are, essentially, the career educators.

Now, do you foresee this program as giving us the occasion and the option to rebuild a career education program which has now, for all practical purposes, been extinguished?

Dr. Anderson. I certainly do. I think the allocation of the 15 percent for purposes of guidance and counseling that is specified in the bill is exemplary.

I think that when things get tight economically, and people begin to peel away services from the educational system, you will find that one of the first services that is removed is that of guidance and counseling.

I think this is debilitating to the system. I deeply approve of the specificity of the allocation of moneys for that purpose, and I think we could rebuild with those moneys.

Mr. Weiss. I have only one other comment question. I am not sure I really share your feeling that the way to deal with career education programs at the local, district, or the school level is to give more money to the central bureaucracy. I wonder whether, you might want to review that concept because in considering this legislation, I am going to be very outspoken in my questioning as to whether this is the way to fly or not.

Dr. Anderson. Just to clarify my own interpretation of what you say, may I ask this question? When you say: "To give money to the central bureaucracy," were you talking about within the local district or within the State agency?

Mr. Weiss. The State agency. The 10 percent you are talking about to allow the State to provide leadership. It has been my experience that that money ultimately gets frittered away and the people who really need it at the local level have dispaired of the funds to train their own people and manage in the ways which really count.

Dr. Anderson. The only thing I can say is that we have found in New York State that if the leadership is provided from the State level, a system of learning can them effectively permeate the State.

Mr. Weiss. Haven't we, just in recent years, embarked on a great program of decentralization in New York State?

Dr. Anderson. Yes, in order, obviously, to minimize the excessive number of school districts that we had. That is absolutely true.

Mr. Weiss. To give local control to the parents and the teachers and localities?

Dr. Anderson. Right.

Mr. **Weiss**. Thank you very much. Thank you, also, Mr. Chairman.

Chairman **Perkins**. Thank you very much.

Mr. Pursell?

Mr. **Pursell**. Thank you, Mr. Chairman. I will yield for a few minutes.

Chairman **Perkins**. Mr. Le Fante?

Mr. **Le Fante**. I have no questions.

Chairman **Perkins**. Mr. Kildee?

Mr. **Kildee**. Thank you, Mr. Chairman.

In fiscal 1978, what percentage of the dollars set aside for career education do you feel would be used for inservice education of the personnel involved, just as an educated guess, if you could.

Dr. **Anderson**. I would say this, and I say this without specific study of the points, that a large percentage would go for that because, if the teachers do not have an understanding of how to weave career education into the instructional program, we could have inadequate results.

I think that teachers in our State, for example, have shown a tremendous interest and need for this kind of training. It would give us an opportunity to work with them in a very organized, systematic fashion and to get the teachers, themselves, involved in planning their instructional materials, in hooking up their disciplines, in asking themselves how they can weave career education into their disciplines to enhance those disciplines, and actually take their ideas and the materials which are tangible, which they, themselves, would create, with their help and guidance, go back to their schools and institute these teaching strategies.

We, in turn, would have the opportunity of following up and seeing how effective our inservice is, how it can be improved as we move forward.

Mr. **Kildee**. So, it would be a major portion?

Dr. **Anderson**. I would say it would.

Mr. **Kildee**. Eventually, I would want to do something for preservice training in our teacher-training institutions.

Dr. **Anderson**. Yes, I think that is crucial. If I may be very candid about it, I think our immediate thrust would be with those who are right out there in every action in the school, but we would make every effort to work with higher institutions, to instigate this into the teacher-training programs.

Mr. **Kildee**. Thank you very much.

Chairman **Perkins**. Thank you very much. You have made a wonderful witness here this morning.

Congressman **Beard** has requested the next witness to testify.

Dr. Esposito, go right ahead.

STATEMENT OF RONALD S. ESPOSITO, PH. D., MOBILE CAREER EDUCATION PROJECT RESOURCE UNIT, RHODE ISLAND COLLEGE, PROVIDENCE, R.I.

Dr. **Esposito**. Thank you very much. I would like to just briefly tell you kind of where I am coming from.

Chairman PERKINS. Would you identify yourself for the record?

Dr. ESPOSITO. I am Ronald S. Esposito. I am currently the director of the career education project, which disseminates teacher-made materials to teachers and school districts. I also have been a counselor, educator, and career development specialist for the past 15 years. I am currently president of the Rhode Island Personnel and Guidance Association, which is a branch of the National American Personnel and Guidance Association.

[The statement follows:]

PREPARED STATEMENT OF RONALD A. ESPOSITO, PH. D., COORDINATOR, CAREER EDUCATION PROJECT, RHODE ISLAND COLLEGE, PROVIDENCE, R.I.

Thank you for allowing me to present my testimony on career education. I also thank you for your past support of education and your current interest in career education. I have read H.R. 7 and am in full agreement with what it proposes.

I am convinced of the need for expanded career education efforts both from personal and professional experience. Career choice by accident (or outside force) is very common.

An Army Colonel was responsible for initiating my current career direction. The National Defense Education Act (another outside force) redefined my direction. Additional outside factors included the 1968 Vocational Rehabilitation Act, unusually high college enrollments in the 1960's, high unemployment in the 1970's, and now, the career education thrust.

Professionally, I am constantly confronted with helping both young people and adults (particularly women) arrive at sound career and life decisions. Over 90% of the 1500 teachers I have taught say they selected the teaching profession with little knowledge of what the career really consisted. Over 75% of these teachers also want to be working in some other career within 10 years. This reinforces the research that indicates the average American will engage in 5-7 different careers in their working life time.

The young people I talk to, rarely can list more than 100 different career titles, or have any concrete knowledge of either cognitive or affective requirements of their tentative job choices. This, to me, is frightening. With over 30,000 job titles to choose from, how can these young people make valid choices if they only have superficial knowledge of 100 of these titles.

Young women and adult women are in an even more difficult position, in that sex-role stereotyping limits their perceived choices even more than men. Groups of young women (high school age) who are bright, able and interested in the physical sciences invariably list nursing and medical laboratory technicians as their perceived alternative. What a national waste of brain power that is.

The above examples indicate to me the strong need for a systematic method of helping youth develop sound information about themselves, experiential information about work, decision-making skills, and the basic academic competencies to succeed at whatever choice is made. Since attitudes about all of the above are developed early in a person's life, the process of career education needs to be an integral part of K-12 education. I have been impresed with classroom teachers acceptance of the career education concept. They seem to see it as serving two functions. One is the actual delivery of career education concepts; the second is that they find career education learning activities as an excellent motivator for the learning of basic skills.

Currently, I am the director of a Career Education Mobile Resource Unit that delivers to teachers throughout Rhode Island, learning activities they can use regardless of subject matter or grade level. The response is overwhelming. Teachers request an average of 18 learning activities per visit to the mobile unit. I have included some of these teacher-made learning activities for your perusal.

Now, I would like to comment on the specific sections of H.R. 7 from my 5 years experience in career education, and 17 years experience as an educational psychologist and guidance specialist.

As the current president of the Rhode Island Personnel and Guidance Association (a branch of the American Personnel & Guidance Association) I also am viewing this from the guidance perspective.

I hope these observations will be helpful to you and your staff as the bill progresses in the hearings.

Sentence 1 and 2 on page 2, is well worded, and transmits the concept extremely well.

In Section 3, the dollar appropriations are sufficient. I think it is very important that there be a differential between the first and second years. We have been working with only $10,000,000 a year of which only $6,000,000 (approx.) has gone to local school systems. To increase that amount above $25,000,000 the first year would create a glut of quickly and poorly planned proposals which would be very difficult to monitor. An increase the 2nd or even 3rd year to $100,000,000 would insure a more gradual and orderly development of better conceived projects. The reduction the 4th or 5th year is also important in that it allows schools to continue activities based on what their priorities are, and gives them a chance to effectively develop local financial support.

Under Section 4, Allocations (lines 15-22) on page 3, I have one question. I realize this wording makes the dollar allocation very equitable, but I could also argue that certain States (like R.I. and Mass.) and certain urban areas (like Detroit) have greater need. Because of many factors—higher school dropouts, higher unemployment, depressed business climate, foreign speaking immigrants, etc.—the need to inform, explore and plan for future [illegible]eers may take more effort. But then I imagine every State could make an extra need claim.

Section 5 No. 4B is a critically important section, and should not be changed in any way. Career education must not be identified with only one academic or technical area. Number 5 (Guidance professional) under Section 5 is also a valuable addition to the career coordinators' staff. Guidance trained professionals are of great aid to the classroom teacher in developing the resources for C.E. programs.

Under Use of Funds, page 7 & 8, all the items A-H are important. A, B, C, F, G, H, are extremely important. The need to train the working teacher is a high priority. Turnover is now very low in the profession, so new ideas (via new teachers) do not get generated as in the past. Statement G, page 9, might note that the local institutions of higher education can be contracted for this service. Usually, the local teacher training institutions have a significant member of working teachers, counselors and administrators already enrolled in in-service workshops, and thus, can easily deliver this training. If it is not more directly stated that the State Department of Education can subcontract this service to local higher education institutions, the potential of separate and duplicating training programs might develop. Also, the need to work collaboratively with labor, business and industry is absolutely essential. Few teachers have valid first hand knowledge of other areas of employment; they need to learn from, and work with the other segments of our work society. In Rhode Island, we have found excellent acceptance of career education by representatives of the business—labor—industry group, particularly through the National Alliance of Businessmen Organization.

Under No. H-3, line 11, page 8, I want to reinforce B (line 15-18). The school counselor needs to play a very important role in this effort. He is the only person in the school who has specific training in career information, career decision making, and the other components of personal, educational and career development.

Letter D (line 25) will be the most difficult to implement. Many business and labor people are concerned about using kids in unpaid work—some feel it would take jobs away from adult workers, and others worry about the exploitation of kids or liability problems. I feel it is an important experience for kids, but you should be aware of the problems it will raise.

Letter K (line 22, page 9) could become the most important aspect if the words, "general public", are left in (line 24). The concept of the adult community being served by these resources is very valid. It can be delivered easily through existing adult education programs in the local school system. It would truly aid the community school concept.

I would also urge that in Section 11, letter B—"Career Education Definitions", the exclusion of specific job skill training be left as is. This task is better left to vocational education programs in the high schools and post secondary programs.

In conclusion, I wish to express my strong support of this bill. If passed, it will be of enormous benefit to the youth of today in making decisions for their futures.

One final note—although I know it is implied, there are no racial or sexual binders in this bill, nor is there any specific notes on the avoidance of sex-discrimination. I'm sure these are implied in any Federal regulation, but it would not hurt to remind everyone.

Thank you.

Dr. Esposito. I have trained about 1,500 teachers in my experience of career education, so I would like to comment on the past testimony at a later time.

I think the bill is a fantastic bill and I support it very, very much. I would just like to give you some of the needs that I have seen in my years of working with both kids and adults as to the need for the bill.

Most of the students that I run into—and this is K right through 12, but also includes adults—in many cases show tremendous lack of information concerning such things as the number of career choices they have available to them.

When I do this kind of research, I find most students can list 150 job titles, sometimes 200, and you think they are then making desisions about their career choices based on the knowledge of 200 job titles, when in fact, there are 25,000 or 30,000 job titles. It means their selection process is lacking quite a bit.

Most kids have no idea what a job entails, either the specific duties of the job or the emotional requirements to do that job successfully. They just have no perception of that at all.

I worked with a group of very bright high school students who were seniors—there are 60 of them in the room—and I asked what direction they wanted to take, 55 said they wanted to be lawyers. In Rhode Island, we have one lawyer for every 65 people. I have a feeling we are a little over stocked in that area. But when I started asking them how much they enjoyed reading—which, I think, is one of the prerequisites of getting through law school—they didn't know they would have to read a lot in order to become a lawyer.

When I asked them what specific tasks they would be doing as a lawyer, they didn't know. Yet, here they were, as seniors, ready to choose, what, 5, 6 or 7 years of study, with very little idea of what they were getting into and what the final product would be.

Another area that I find their skills lacking in is the area of economic awareness, how the economic system works. They do not seem to see the interrelationship between different people working in different jobs. I think that is critical because they become very insular and get a lot of tunnel vision in terms of looking at what the relationship of becoming a lawyer, Congressman or psychologist, or whatever, and any other job that is out there.

Another area that I find very depressing is that very few of the kids either boys or girls, really are aware of how sex bias affects their options. We don't realize how much they have learned just through growing up in a family or society where sex stereotyping is the rule.

They don't see how that has affected the kind of changes they make. For example, I was working with 25 girls in a college prep high school in Rhode Island. The girls were identified as being extremely bright, able and interested in science. When I asked them what careers they were shooting for, 24 of the 25 said nursing and one was medical technology.

When I asked about a number of the other 500 occupations, or more than that, that exist in the health occupation field, they did not see it as a potential direction that they could even aspire to in terms of things like medicine, or botany, or biology, or engineering, the whole host, of veterinary medicine, and those kinds of things. This means that we have a tremendous brain drain in terms of what we are not tapping in the young women who are graduating from our high schools and making career choices.

Another area that we are unfamiliar with is the changing job scene. The kind of predictions we have from the Department of Labor talk about five, six, or seven job changes in our lifetime and the kinds of occupations that will be trailing off over the next 10 to 15 years and the new ones coming on that we don't have title for. They are not familiar with the relationship of training in basic skills, the knowledge, reading, computation, writing, and how that is going to affect their career choices. That is one of the key things of career education.

I see it as being a strong motivator for better developing the basic skills and the transferability of that skill to some kind of career area. People don't know what employers expect, what we might call the work attitudes—coming to work on time, doing your best job—that sort of thing.

Sometimes in school, we call it study habits. I think they are not familiar with what employers really want from them or need from them. They don't understand much about how careers affect the other part of their life, the other areas involved.

A kind of sad thing that has gone on over the past 15 years, maybe longer, is that very few kids between the ages of 11 and 20 have a chance for developing the kinds of experience in parttime jobs with the advent of stricter enforcement of what age kids can do work, and maybe with a reduction in that kind of work. You just don't find as many kids able to find employment where they can begin to understand some of the connection between school and work, and some of the attitudes needed.

I had jotted down there that from the time I was 11 until the time I was 20, I was able to take part in about 11 different occupatons, so I had some idea of what a lot of different kinds of work involved. I don't know if that helped me with my current career choice, but it gave me an understanding that I don't think kids have today.

They need substitute experience for their very real work experience. I see career education being able to give business—and we are extremely willing in our State—and other places around the country, to help with the kind of substitute experience to help kids develop, or understand, or see, or feel, or touch, or smell, what the work place really looks like.

In our State, the National Alliance of Businessmen has been extremely helpful to us in developing career education programs in the high schools.

I see H.R. 7 as being a great help in overcoming many of these problems I mentioned. I would like to list a couple of the problem areas I see specifically in the bill.

First: It is well written. The differential funding of the 5-year increase and decrease is excellent in terms of not allowing for a lot of waste. The indicators for sufficient guidance and counseling involvement, I think, are extremely good.

The problems—and I know some of these, I am sure, are implicit when you write this kind of legislation—but there really was no mention of racial or sexual binders in it at all. I think it should be implicit in the Federal legislation and I think people need to be reminded of it.

Another thing, a number of the teachers I talked to showed some concern in the area of special need students, that it doesn't really direct itself to special-need students—the handicapped, retarded, or even the gifted, for that matter. Again, that is something the State agency and State plans should probably do. But again, it wouldn't be bad to remind them of this need.

You discussed with the woman who was just here, in her testimony, of the concerns of higher education involvement. The need for inservice training is obviously a very key need throughout the country. We do some of that, but not to the extent it needs to be done.

It seems to me if there was some kind of language in the bill that would at least imply some close linkages between postsecondary institutions and higher education institutions, and their ability to function as training sites, it would certainly, I think, be helpful.

There is a problem with section VII(d), which talks about the ability for kids to go out into nonpaid employment, nonpaid jobs. I think that is extremely ideal, as you just mentioned a few minutes ago.

I think that kind of experience is tremendously valid; however, I do know that labor, particularly, and also many businessmen, have some reservations about kids who are 15 or 16 being involved in their parents' areas, where there is a concern for either safety or liability, and also, because they feel that some adult workers who are currently unemployed would begin to see that as another kind of axe at their own unemployment, taking away from them the chance for adult employment.

We have high unemployment in New England and that is a crucial concern.

Another crucial area of concern is with the whole area of vocational education. I understand you had Gene Bottoms, from Georgia, the other day. Many of the vocational educators feel very threatened by the bill in that it does make some very definitive spearations, which I think are valid, but I don't think the vocational education people are going to be extremely happy with. We are somewhat concerned.

Teachers of art, music, special education and foreign languages are all concerned about the interpretations of career education and insinuate that it is not something that art, music or foreign language is a part of.

Now, in my own teaching and my own understanding of career education—which includes all subject matter areas—I do not see the need to eliminate or by-pass this, but art educators and music teachers are extremely concerned about being relegated out to some fringe area, and getting across the idea that the only reason for education is for a job and not for the broader aspect of career and lifestyle, as I see it. So, I understand their concerns in this area.

I have two statements from people in the art and foreign language areas which show their concerns in this area.

In conculsion, I would like to say that it is an excellent bill. I support it very much, and I hope it has good success.

I believe I did give you some samples of teacher-made materials that have been developed, which I think you might, when you have time, look at and see some of the connections that are made of career education through the subject matter area. It is not an isolated kind of effort, but something that every classroom teacher, every subject matter area teacher, can institute, with not much difficulty.

Thank you very much.

Chairman PERKINS. Thank you very much.

We are anxious to hear from Mrs. Griffith. We think you have some comments from the rural areas that might be beneficial to the rural section of America. We notice that you have written newsletters.

Your prepared statement will be inserted at the record at this point. You may summarize or proceed in any way you like.

[The statement and supplemental material follows:]

PREPARED STATEMENT OF BERNADETTE GRIFFITH, DIRECTOR, CAREER EDUCATION PROJECT

The Cashmere School District, a small rural district in North Central Washington, has been involved in career education for the past five years. We would like to share with you how the infusion of career education concepts into the existing curriculum has made school more relevant for students, motivated teachers, and created a good school-community climate.

Career education began in Cashmere in 1972 when a team of three fourth grade teachers decided to instruct their ninety students from a career education viewpoint. They developed curriculum units designed to increase students awareness of the world of work: the kind of work that people do, the tools they use, and the skills involved in their jobs. They hoped their students would formulate favorable attitudes toward the dignity and status of all work. They met with great success, and other teachers soon became interested in what they were doing. A grant secured through the Commission for Vocational Education, was used to sponsor a career education workshop for sixty-six elementary educators representing fifteen school districts.

This was Cashmeres initial introduction to career education. It soon became obvious that it represented just a beginning. The staff who had participated in the workshop were enthused, and the next step was to generate this feeling among all the teachers in the district. To do this Cashmere was awarded a career education grant. A neighboring school district (Peshastin-Dryden) was included in the eighteen month project, which was funded through Title I, Part C, of the Vocational Amendments of 1968. In addition to federal sources, the local districts made significant contributions.

NOTE.—Remarks prepared for the House Subcommittee on Elementary, Secondary, and Vocational Education Hearing on H.R. 7, the Elementary and Secondary Career Education Act of 1977, on Thursday, March 3, 1977.

This project had two major goals. First, to involve every teacher in the development and implementation of at least one career education activity for their students.

Second, to provide a model program that would have both transportability and impact on other schools throughout the State of Washington.

Eighty-five teachers, which represented every teacher in both districts. participated in the project. During the 1973–74 school year they developed techniques, procedures and materials which complemented rather than supplanted the existing school curriculum with emphasis on using the community as a basic resource and ultimately benefiting 1,640 students in both districts. These materials were tested, judged worthwhile, and then bound into three Career Education Activity Guides; Grades K–5, 6–8, and 9–12.

To date, these guides have been requested by and sent to over 900 schools and school systems in the United States and abroad.

By the Spring of 1974 we realized that a great deal of enthusiasm was being generated for career education around the State of Washington. Even though our Federal project funding was terminated we felt that we couldn't just "drop the ball." The Office of the Washington State Superintendent of Public Instruction, funded us for an additional year to make those advancements accrued from the Federal project available to other school districts in State. Therefore, in addition to continuing assistance in the areas of instructional improvement and curriculum development to our local staff the main focus for the 1974-75 school year was toward dissemination. The project staff trained eleven teachers to serve as a resource team to assist other school districts with career education workshops tailored to meet their specific needs. This cadre staff was involved in assisting fifteen school districts in developing career education programs which benefited over 21,500 students.

The 1975–76 school year saw the first phase of a proposed three-year project dedicated to the development and implementation of a curriculum oriented to career education. This project has the full support of parents, teachers, and administration. As Superintendent Richard D. Johnson states, ". . . the Cashmere School District has been and will continue to be, committed to a comprehensive career education program. As Superintendent of Schools in Cashmere, I am committed to making career education an integral part of our total curriculum kindergarten through grade 12. This commitment and enthusiasm is also shared by the Cashmere Board of Education."

The curriculum is comprehensive, K–12 goal-based and transportable. It will provide for all students developmental career education experiences relevant to work—to life. This first phase, involved twenty-three teachers; the total Language Arts and Social Science staff for grades 7–12 and representation from each grade level K–6. Each teacher had significant released time to complete the assigned work. These teachers developed three Language Arts and Career Education Guides K–5, 6–8, 9–12, and three Social Science and Career Education Guides, K–5, 6–8, and 9–12.

As a result of our work locally, the State Superintendent of Public Instruction requested sufficient copies of the Language Arts guide for every school district in the State of Washington to use in developing their own individual programs.

This school year the same program is in effect, but in the areas of mathematics, science and vocational education.

I have described the history of career education in the Cashmere School District over the past five years. I have stated how effectively outside funding has been used to implement and develop career education procedures and matrials in one rural school district and the immediate effect this has had on other school districts around the nation. Many innovations have been funded by Federal monies. Unfortunately, many of these innovations in education have fallen by the wayside. However, we in the Cashmere District do not believe that career education is one that will fall by the wayside. Why? Let's look at what has actually happened to our students, our teachers and our community as a result of career education.

The most important consequence of developing a career education program is what it has done for students. Career education has been a means of relating the classroom to the outside world. Career education has generated enthusiasm for school. It has made students better prepared for that time when they will leave school. Career education motivates students to learn.

What has career education done for teachers in the Cashmere School District? It has created new enthusiasm for teaching. It has allowed teachers to get away from the text book and make their classrooms a more exciting place to be. It has made good teachers out of mediocre or complacent teachers. Career education has given teachers the means to tap outside resources and draw on other people with different experiences.

Career education has also been a means to facilitate an effective two-way communication between the people involved in education and the community. It merges the school and community—it allows the community to come into the classroom and the classroom to go into the community. We in Cashmere have found no better way to foster a positive rapport with members of the community than our involvement with career education. A positive rapport which will be easy to maintain because people in the community can see what career education is doing for our young people.

Students and their parents are excited,
Teachers are excited, and
People in the community are excited about career education.

Why are they excited? Let me share some specific examples:

A parent called the teacher at home to find out what was happening at school the next day because she was asked to cancel her daughter's dental appointment so she could attend class. What was happening—a resource person was coming from the community that was of special interest to this particular student.

A girl who was very quiet and never asked a question or responded during class discussion became very interested in a beautician sharing her job with the class. She asked two questions that day and became involved with her classmates in practicing on a wig. Little things, yes, but very important to that student.

A boy, extremely low academically, discovered he could handle construction tools. His peers also discovered that he was one of the best builders in the fifth grade. He became very popular with his peers and their exclamations of how well he could saw and hammer were some of the first positive feedback he had ever received from his classmates. Proud, you bet.

In an eighth grade, the students designed, built, and operated a student run "profit-sharing" store. When the time came to apply for jobs, one boy who was probably the least well adjusted student in the class, and in many ways the school, (a major learning disability including emotional problems and stuttering) wanted to be store manager. Needless to say, the class wasn't too excited about starting their new business with this particular boy in the lead. The director of personnel, knowing the class didn't want him in this spot, hired him as stockroom attendant. To make a long story short, he was so successful as stockroom attendant that at the next hiring period, he applied for and was given the position of store manager. As manager, he really took over. He did much more than was expected for the job—he watched all aspects of the business, and held store personnel meetings. His teachers agreed his classroom behavior improved, his general attitude was more positive, he was trying to do a better job with studies, his citizenship was especially changed in a positive direction, and he seldom stuttered any more. As one teacher remarked, "If he can continue to have these kinds of experiences, his schooling will really come to mean something to him." Another major aspect of the experiences with this particular project is the observation that the students running the business and making it "work" were those generally classified as the "misfits"—nobodies, the poor students, the outsiders. They were the ones that applied for and got the jobs. They (finally) had found a niche of their own and took their responsibility most seriously. As one teacher said, "We finally have a program which reaches a group of children often overlooked in the usual classroom program."

Students are now answering their parents question "What happened in school today?" with enthusiastic talk about what did happen in school. As one parent said, "John is now sharing with us at the dinner table exciting chatter about what he h[illegible]arned."

These are just a few [illegible]cumented evidence that career education works. We have many more on file.

We as educators have an obligation to do the best job we possibly can to see that students receive the best information, skills, and the ability to make good career decisions.

We also have an obligation to make school—where the students spend seven hours every day, five days a week, thirty-six weeks a year—an exciting place to be. Career education is a way to do it. We in the Cashmere School District have seen definite results from the implementation of career education and we are proud of our efforts.

There is much which still remains to be done, before we feel career education will be totally integrated into our curriculum, and only a minority of school systems in the United States are at the level we are. Much more work needs to be done to provide all students in the United States with experiences in career awareness, career exploration and decision-making through which they learn about and prepare to engage in work, as part of their way of living.

That is why we were pleased to receive a contract from United States Office of Education to communicate successful career education practices and methods to 5,000 rural school systems in the United States. To date, three editions of the newsletter (attached) have been sent to all 5,000 school systems. The response from the newsletters have been overwhelming. I would like to quote from just a few of the many letters we have received from rural areas which indicate the need and desire for help in implementing a career education program.

"I would like to be kept informed. We at this time do not have a career education program but know we do have a need for one. I would appreciate any suggestions."—*Counselor, Montana.*

"Please keep sending me the newsletter. I received some ideas from the first edition and would like to get more."—*Teacher, Montana.*

"I would like to keep in touch with your project so that I can better serve the students in our program."—*Career Instructor, New York.*

"There is a great need for the kind of activities you propose to communicate career education practices and procedures."—*State Career Ed Director.*

"As guidance director I am responsible for originating a career education program and appreciate any information you might send me."—*Counselor, Maine.*

"I am in a rural school of 330 students, K-12, with no funds. I am trying to start at the very basic level and develop interest and awareness this year and probably next year, in hopes of generating enthusiasm to get a fully organized program of some type going in the next couple of years. I look forward to coming issues of this newsletter from you, with ideas that should be very helpful to my situation."—*Counselor, Colorado.*

"Your newsletter regarding career education is timely, useful and needed. My staff and I look forward to your continued communication."—*Superintendent, Illinois.*

"I am particularly excited about your project because it deals primarily with activities for students in rural areas. I am in a very small school system in rural Iowa and see a real need for developing a career education program for rural students."—*Superintendent, Iowa.*

"Your project appeals to us directly. We are in the process of developing a career education program for ourselves—as a tiny island school. I would like to continue to receive materials you distribute."—*Principal, Maine.*

"We are in the beginning stages of setting up a career education program in our elementary school and would appreciate any ideas and suggestions you may be able to give in this area."—*Principal, Minnesota.*

"I teach in a rural school setting which consists primarily of low income children. I teach boys and girls with learning disability aged nine to fifteen. They need some encouragement in choosing careers that would be suitable for them and I feel the sooner they get information the better prepared they will be to choose when the time comes. I must admit I am unable to provide them with this type of information. I am not sure how much reading is involved in a particular vocation or what type of math is involved in being a truck driver. I need information about these things in general. Any information or help you can give me concerning such things would be greatly appreciated."—*Learning Disability Teacher, West Virginia.*

"The application of goals and objectives of the disciplines of study related to careers appears to be a neglected area in past programs. I believe it is in this aspect that appeals to me as a promising approach in realistic career awareness as well as an incentive for students to master the basics."—*Principal, Alaska.*

Career education doesn't just happen. Superintendents, principals, curriculum directors, counselors and classroom teachers may be excited about the concept of career education and recognize the need. They do not all have, however, the knowledge or skills needed to infuse career education concepts into classrooms, provide career guidance to students, or develop relationships with the community in order to recruit resource people, all of which is needed to provide students with experiences in career awareness, exploration and career planning.

The classroom teacher is the key person in the career development process. In-service training and retraining of classroom teachers, counselors and administrators is a vital step in the implementation of career education. New materials are also necessary to facilitate career education. In-service costs money and time. Materials also cost money. We in the Cashmere School District have been fortunate to receive outside funding to support our district's commitment and supplement our district's financial contributions. We recognize the need for H.R. 7 to assist school systems who are aware that career education can help their students. We therefore totally support H.R. 7.

Thank you for allowing me the opportunity to testify before this Committee.

COMMUNICATING SUCCESSFUL CAREER EDUCATION PRACTICES TO RURAL SCHOOLS

THE RURAL SCHOOL SYSTEM: PROS AND CONS

No two rural schools are the same. Each one is different, one of a kind. Yet they share many common characteristic. For the most part, rural schools are blessed with the same strength, and plagued by the same weaknesses. These negative and positive attributes, which characterize the unique rural educational environment, are closely related to the development of a successful career education program. It is, therefore, important to understand the inherent advantages and disadvantages, the pros and cons of a rural educational setting.

To begin, it is helpful to remember that some pros are *also* cons. *Any* given characteristic may be both a strength and a weakness. For example, the small size of many rural schools allows for close student/teacher relationships . . . that's an advantage. On the other hand, small schools are commonly burdened with high per student costs, often twice that of larger schools . . . and that's a disadvantage. Keep this confusing factor in mind as you read through this summary of the advantages and disadvantages associated with the average rural school, and how they relate to the implementation of a career education program:

ADVANTAGE. The organizational structure of most rural schools features relative freedom from administrative bureaucracy. This creates a less formal atmosphere ideal for introducing innovative curriculum, a perfect atmosphere for teachers hoping to infuse career education concepts into their instruction.

DISADVANTAGE. Among the major problems faced by teachers in rural schools are heavy preparation loads and excessive outside duties which prevent them from staying abreast of educational developments or pursuing advanced degrees. The isolation of many rural schools intensifies this problem. It can result in rural teachers not being exposed to concepts like career education . . . concepts which have great potential for application in rural areas. What can be done to overcome this problem? One solution is to develop inservice workshops, sessions conducted in your district and devoted to how career education could become a part of your curriculum. Another approach is to attend outside workshops like the ones described in the special WORKSHOPS section of this newsletter.

ADVANTAGE. The school system is typically a more integral part of the total community in rural America than it is in an urban setting. School buildings and school activities become the focal point for community meetings and social activities. This is important because the cooperation, involvement, and support of the community is essential to the complete success of a career education program. Organizing field trips, utilizing resource people, forming advisory groups . . . all of these components of a career education oriented curriculum require solid relationships between educational institutions and the community they serve. Relationships which are easier to establish and maintain in a rural area than they would be in a city.

DISADVANTAGE. Logistics and organization of supervisory personnel in the state departments of education make it extremely difficult to establish a working relationship between the staff of an isolated school and the state education systems. Relationships are also hard to maintain between rural school teachers and representatives from companies who market commercial educational materials.

ADVANTAGE. Faculties in rural schools are usually closer in both their professional and leisure time activities than are those in urban areas. This means teachers have greater opportunity to exchange ideas. In short, comfortable communication between teachers is more likely to be a reality in a rural school than in an urban one. That means one enthused teacher who has had success with a career education unit can easily spread that enthusiasm.

DISADVANTAGE. An often cited handicap faced by rural educators who are interested in career education is the fact that there are limited opportunities for rural students to be exposed to a wide range of occupations. This is a very real problem . . . fortunately, there are solutions. There are many ways to expose rural youth to careers for which there are no local models. Teachers can utilize supplemental materials such as books, film strips, and films to communicate to their students an understanding of the world outside their immediate environment. Another method used to increase student awareness of urban oriented careers is simulation. Through simulation, students can act out urban work experiences. A third way for students to learn about living and working in cities, is to have them listen to people who have been there. Using resource people who have lived or had career experiences in urban areas, is an easy way to expose young people to these situations. Finally, one interesting approach to solving this problem has been used by 4th grade teachers in the Pesastin-Dryden School District (near Cashmere). They organized an exchange program with a Seattle area grade school. The students from Seattle come to the Cashmere area, visit orchards and farms and stay with local families.

Later in the year, rural students travel to Seattle, where they see the waterfront area, look at major transportation centers, and tour a large industrial plant.

ADVANTAGE. Students from rural communities have relatively more opportunities to experience work as an integral part of home and family living than their urban counterparts. They also have an advantage in that they can more readily see the interdependency of jobs, and can more easily trace economic relationships.

DISADVANTAGE. In many rural schools teacher recruitment and retention is a serious problem. Turnover is often rapid, and the resulting temporary commitment on the part of both staff and administration contributes to an unstable educational environment.

ADVANTAGE. The educator in the small town is often a person who is highly respected by the community. In many instances, teachers are involved in civic affairs. This involvement gives them the opportunity to establish personal relationships with people in the community. These contacts can make recruiting resource people, arranging student work experience situations, or organizing field trips a much easier task.

DISADVANTAGE. There are indications that rural students are not as prepared for the world of work as students from large urban schools who enjoy the advantage of a broader curriculum. In addition, rural youth generally have lower educational and occupational expectations and aspirations than urban students. Implementation of an aggressive career education program should help remedy this situation.

Basically then, there are an equal number of advantages and disadvantages which must be considered as rural schools begin to develop career education programs. The score is even. But your school district is still way ahead . . . because it has you. You, and educators like you, who can learn to take full advantage of the advantages, and work around the disadvantages.

AND FROM NEW PROVIDENCE

We have been tremendously encouraged by the enthusiastic response we've received from people who have enjoyed the first two newsletters. Several educators from different parts of the country have written to tell us about their career education programs. Many have outlined ways in which they have dealt with the unique problems which must be overcome as part of the process of implementing a career education program in a rural school district.

These comments from Louis H. Schofer, a counselor from the New Providence Community School in New Providence, Iowa, are an excellent example of valuable input we've received. He felt the most serious rural associated problem was ". . . that our students are not as well exposed to the variety of occupations that an urban student encounters." He went on to say that in order to deal with this problem they utilize audio-visual materials, guest speakers, and field trips. They also participate in a county-wide carer awareness project. It involves selecting people who represent hundreds of different occupations gathering them together at a central meeting location, and then bringing the students to them. Each student visits with at least three people engaged in occupations which may appeal to them.

Our thanks to Louis Schofer for sharing this approach to solving a common rural problem. Hopefully, his comments, and many of the articles in this edition of the newsletter, will help increase your awareness of the disadvantages and advantages of a rural school district. In addition, we hope to give you some specific ideas about how to work around the negative features, and exploit the positive attributes.

Once again, thank you for your letters. Please continue to offer your suggestions for topics which you'd like to see covered in the Career Education Project materials, and feel free to submit articles.

WORKSHOPS DESIGNED FOR RURAL EDUCATORS

Be thinking about how you could attend one of the five regional career education workshops to be offered the spring and summer of 1977. And not just you . . . how about a whole team from your areas? Gather together a group of interested educators, share a car, and join us at one of the five workshop locations: St. Louis, Boston, Denver, Knoxville, or Portland. Geared to the special problems faced by rural school systems, these workshops are sure to send you home buzzing with new ideas. More than that, they're guaranteed to send you home with a unified, sequential action plan for implementing successful career education practices in rural school districts. Here are some of the many topics which will be covered during workshop sessions:

CURRICULUM DEVELOPMENT BASED ON CAREER EDUCATION GOALS
FORMING CAREER EDUCATION ADVISORY COMMITTEES
ORGANIZING A MEDIA CENTER DESIGNED TO EMPHASIZE CAREER EDUCATION
HOW TO ORGANIZE AN ELEMENTARY CAREER FAIR
USING THE COMMUNITY AS A RESOURCE
HOW TEACHERS CAN UTILIZE TIMELY TOPICS
TIPS FOR EFFECTIVE PUBLIC RELATIONS
CAREER EDUCATION IN A HIGH SCHOOL ENGLISH PROGRAM
LEISURE TIME AND CAREER EDUCATION
DEVELOPMENT OF ADVISOR/ADVISEE GUIDANCE PROGRAMS AT THE JUNIOR HIGH SCHOOL LEVEL
ELIMINATING STEREOTYPING IN CURRICULUM DEVELOPMENT AND SELECTION OF RESOURCES
USING SENIOR CITIZENS AS RESOURCE PEOPLE
JOB EXPLORATION FOR JUNIOR AND SENIOR HIGH SCHOOL STUDENTS
THE ADMINISTRATOR'S ROLE IN CAREER EDUCATION
LANGUAGE ARTS AND CAREER EDUCATION AT THE JUNIOR HIGH SCHOOL LEVEL
RELATING CAREER EDUCATION CONCEPTS TO GROUP ACTIVITIES
STUDENT GOAL SETTING AND CAREER ALTERNATIVES
EVALUATION OF YOUR PROGRAM: TECHNIQUES AND RESOURCES

COLLEGE CREDIT AVAILABLE

A special feature of these workshops is the fact that participants will be able to receive college credit for their involvement. Credit has been approved for all workshop locations through Portland State University, a major higher education center. The basic academic areas of the university are: colleges of social science, arts and letters, and science; schools of business administration, education, and social work; a department of health and physical education; and the division of continuing education. The continuing education division (through which this course is being offered) serves clients in education, business, industry, health services, law enforcement, and other fields, not only in the Portland metropolitan area but in locations in the 50 states and overseas. The course being offered at the workshops is: Education 407C: CAREER EDUCATION: DEVELOPMENT AND IMPLEMENTATION. For the class you will earn 3 quarter credits—the cost is $30.00 per person.

IS FUNDING A PROBLEM?

These workshops could provide you with a great opportunity to learn about career education in rural schools. Try to make it. If finances are a problem, consider these potential funding sources: depending upon how your state administers these funds, you may be eligible for Title IV-C monies in order to help pay for attending these workshops. Contact your Title IV-C Coordinator at the state level to see if this is a possibility. EPDA funds may also be appropriate, contact your state EPDA Coordinator to find out. In addition, depending upon how your district uses Title I money, it may be available for funding this type of project. Your State Title I Coordinator will be able to tell you. Finally, don't forget about local sources. Your Chamber of Commerce or local services clubs may be interested in helping send teachers to these career education workshops.

WORKSHOP SITES

The first of five national workshops will be held in St. Louis, a city that has preserved a historical heritage and is at the same time progressive and very much up-to-date. Dominating the city's skyline is the soaring Gateway Arch—a monument to our nation's westward expansion.

Only a block or two from the Arch is the Breckenridge Pavillion Hotel where our conference will be convened. The nucleus of the hotel is the Spanish Pavillion. The meetings rooms, restaurants, and shops are in this part of the hotel, and rising above are 15 stories of guest rooms which the management has agreed to provide at substantially reduced rates.

Boston is scheduled as the site of our second conference because of its location, historic significance, and the variety of things to do and see. For instance, the Boston Pops concert season will be in full swing while we are there and you may want to include an evening with Arthur Fiedler in your plans.

Unfortunately, the Hilton Hotel that had booked our conference unexpectedly closed and we must seek a new facility. The next newsletter should provide you with necessary details.

Host city for our third conference is Denver. Nestled at the front range of the Rocky Mountains and serving as the gateway to a beautiful vacation land, the mile-high city is noted for its sport and recreational facilities, restored Larimer Square, Indian shops and fine restaurants.

Our hotel, the Denver Marina, is new and located directly across from the U.S. Mint. Within a couple of blocks are historic and art museums, the State Capitol, city hall, and the downtown shopping area.

The new Hyatt Regency Hotel will house our fourth conference in Knoxville. The Regency is unique in appearance and appointments. You'll like it.

Only a short distance from the Great Smoky Mountains and surrounded by five of the "Great Lakes of the South," Knoxville is considered the focal point of the play ground of Eastern America.

Our final conference will be in Portland, a busy seaport even though a hundred miles from the Pacific Ocean. Although an old city by west coast standards, it is bustling and modern in every way and should prove to be a delight to all who attend the conference.

The Hilton Hotel, in the heart of the city, will provide fine meeting and guest rooms at a reasonable cost to participants.

DR. HOYT TO ATTEND WORKSHOPS

One final note: those planning to attend one of the five career education workshops will be excited to hear that Kenneth B. Hoyt, Director of the Office of Career Education, will be visiting each conference. This will provide you with the opportunity to personally meet the national career education director, and get his insight into the unique problems faced by educators in rural America as they develop career education programs.

A UNIQUE RURAL PROBLEM . . . AND HOW TO SOLVE IT

(By George Lulos Jr., New Jersey)

Just as there are differences between urban and rural areas, there are differences among rural school districts themselves. One such difference, a major one, is the physical size of rural districts. County-wide and other relatively large school systems have problems which are not shared by small, geographically confined districts. Transportation and communication are two areas which present special difficulties.

In a small district, communication is not a problem since everyone knows everyone else's business. Transportation is no problem since there is just not very far to go. However, in a large district, it is often the case that an administrator or other district staff person literally cannot drive from one end of the district to another in one day. In Vineland, New Jersey, for example, there are 17 elementary schools spread over 69 square miles. It is impossible for anyone to visit even two-thirds of those schools in a single day, let alone accomplish anything meaningful at any one of them. In addition, teachers in one school have little or no idea about what teachers in the other schools in their own districts are doing. Vineland, at that, is only an intermediate size rural district. It does not compare with a district such as Bedford County, Virginia, which is also one of the projects under Dr. Hoyt's office this year. Many rural school districts are such single county systems, and are therefore presented with a unique administrative dilemma. How can a career education program be implemented in these large districts?

One approach to this problem is to decentralize responsibility for career education. Choose one or more teachers in each school building to be a Career Education Coordinator or Facilitator.

Each schools coordinator would then be responsible for fostering the development and facilitating the implementation of career education activities for his/her building. Such activities might include: a) circulation of media, such as films, film strips and posters; b) distribution and explanation of curriculum materials; c) setting up bulletin board displays; d) arranging field trips and guest speakers for one or more classes in a coordinated and rotating system; e) working with teachers to develop new career education ideas and materials; and f) collecting feedback on the relative effectiveness of the activities listed above.

This strategy will work to some extent with just the voluntary participation of progressive teachers throughout the district. However, there are five possible complementary dimensions to this strategy, any or all of which would add to its effectiveness and success;

1. In-service training. Even though the teachers should be selected on the basis of some degree of career education experience, some in-service preparation would help to get the program off the ground. The in-service activity should include the development by the Coordinators themselves of an action plan or handbook for the year. This action plan/handbook could include a description of their role, performance objectives, lists of possible activities, lists of people resources and place resources, feedback instruments (such as a short film evaluation form), and timetables.

2. The development of some kind of incentives or reward system, such as credit for the in-service sessions, salary bonuses, or release time would be helpful.

3. The principal's cooperation is often instrumental to the cooperation of other teachers in the building. Perhaps the best way to achieve this is to get the Superintendent and/or the school board to express a commitment to career education in general, and to this program in particular.

4. Some centralized coordination would aid the effectiveness of this strategy, especially for district-wide circulation of expensive resources, like films; for compiling feedback on the effectiveness of career education materials and activities; for compiling master lists of resource people, places, and things available throughout the district; and for establishing linkages and communication between and among the Coordinators.

5. Periodic meetings of the Coordinators to share experiences and to trade ideas would also be beneficial.

Hopefully, this strategy will accomplish the dual purpose of systematic and comprehensive career education planning and implementation across the district, and the tailoring of career education activities to individual teaching approaches. With decentralized responsibility career education can be taken out of the office, and put where it belongs . . . in the hands of the teachers.

TURNING CONCEPTS INTO ACTION

Imagine for a moment that you are a teacher in a rural school district who has just been introduced to the career education concept. You're excited. Hundreds of enthused educators all across the country have convinced you that career education is the hottest idea in the field since chalk boards. You're completely sold on the concept, and you're ready to start infusing the career education elements into your instruction. So, what do you do now?

How can you translate career education concepts into curriculum units for your students?

To begin, you need a clear understanding of what career education is all about. First, don't confuse career education with vocational education (because they aren't the same). Second, don't expect career education to be a lot of extra work (because it won't be). And third, don't equate career education with career awareness (because career education is so much more). Career awareness is just one of eight elements which comprise the complete career education concept. As one Cashmere School District teacher said, "I think when most teachers start out, they think of career education as being strictly career awareness . . . what are the available jobs. But, when you think about the different areas we cover in the eight elements of career education it's really much more. You're not just preparing your students for a specific job, you're preparing them to be functioning people and satisfied people in life."

Once you understand what career education means, the next step is to stop. Stop and look at what you are presently doing in your classroom to see if you can immediately utilize the basic concepts. Don't stay up nights trying to devise new curriculum units until you've closely examined what you are doing now . . . until you've thought about how career education concepts can be integrated into your present instruction. Quite simply, you may already be teaching career education concepts; but you haven't stopped to think about it, to label it as such.

Many teachers who are involved in career education, when asked about what they do with their classes, emphasize that just a slight change of direction can turn an existing activity into a career education activity. For example, 2nd grade teachers in Cashmere used to take their students on a field trip to the post office. The purpose of the visit was to teach them how the mail was processed. Well, those teachers still go to the post office with their classes; only now they ask their students what they think delivering the mail would be like, they talk with them about the many ways in which we depend on the people who work in the post office, and they ask them if they would like to work there. The activity didn't change, the emphasis did.

Using the eight elements as a basic framework you too can restructure your present instruction, or you can create new curriculum units. Here are some examples of a few ways in which the eight elements have been infused into the instruction in the Cashmere School District.

APPRECIATIONS AND ATTITUDES. The goal of this career education element is for the student to develop appropriate feelings toward self and others. To communicate this concept, first grade teachers formulated a unit devoted to examining how important the custodians were to the operation of the school. The students watched the janitors on the job, and then built cleaning kits to help the custodial staff with their work. Through this they learn to appreciate the dignity of work and workers.

SELF AWARENESS. The goal of this elements is for the students to become aware of their interests, abilities, and values . . . to establish a self-identity. As educators, we can help our students with this important self-evaluation process. One method utilized is to have your students keep "Being Me" journals. The journals are not to be graded, or even read. They are private writings in which the students express feelings about school, family, and friends

DECISION MAKING. To be able to make successful career decisions in the future, young people need to learn how to make decisions. They need to be able to use information in determining alternatives, to understand the decision making process, and to accept responsibility for the outcome of their decisions. You can help your students develop these skills. Grade school students in the Cashmere School District organize a corporation, which requires a multitude of decisions. What product shall we manufacture? Who should be on the board of directors? If students aren't doing a good job should they be fired? What should be done with the profits? Important decisions requiring input from all the students involved if the project is to be a success.

EDUCATIONAL AWARENESS. The goal of this element is for the student to see the relationship between school and life roles. Here are some ideas for communicating this element: high school English students could practice writing job resumes and filling out job applications in order to see a practical use for their English skills. Another approach which is effective at all grade levels is to have resource people come to the classroom and discuss how the skills they acquired at school are used every day in their jobs; a surveyor could easily demonstrate application for math skills, a newspaper reporter uses English skills, a pharmacist needs chemistry skills.

CAREER AWARENESS. The purpose of this element is to expose students to the wide range of occupational opportunities. Students can acquire knowledge about different jobs by visiting job sites, listening to resource people talk about their work, by reading about different careers, or by becoming involved in actual on-the-job experiences.

ECONOMIC AWARENESS. The intended outcome for this element is for students to understand the economic system . . . how it is related to them, to the community, and to society in general. To help understand basic economic principles fourth grade students in Cashmere borrow money from a local bank in order to finance a project. They learn how to write checks, balance a checking account, and they learn about the responsibility involved in borrowing money. Students in Cashmere also tour a local factory in order to get some first hand experience with production, distribution, and consumption as important economic principles.

BEGINNING COMPETENCY. This element is related to the students ability to make tool and process applications. One of the concepts in this area is identifying tools used in different careers. A teacher might bring in the tools used in the health care field and show them to students so they can understand how important the tools are to the process of health care. High school students, involved in learning about public relations might be reminded that words and pictures are also important tools in some professions.

EMPLOYMENT SKILLS. The goal of this career education element is for the student to develop social and communication skills appropriate to career placement and adjustment. Students must learn to accept responsibility, cooperate with others, and establish good work habits. Many of the activities just mentioned help students to develop these valuable skills . . . skills which will help them find meaningful employment.

These then are the eight elements and some ways in which they have been translated into classroom instruction. It is important to remember, of course, that the elements are not mutually exclusive items; they can be combined in several ways. For instance, the fourth graders visiting the bank was used as an example of improving student's Economic Awareness. But it could just as easily have been used as an example of the Education Awareness element, since the students were shown how their math skills related to the world outside of school. Not to mention the Career Awareness element, since they talked with bank tellers and loan officers and were exposed to what their jobs were like. So, any given activity can be used as a tool to communicate several elements at once.

That's how you do it. First, thoroughly understand the eight elements. Second, look at what you're doing to see if a change in emphasis could transform existing curriculum into career education curriculum. Third, explore what other teachers are doing and adapt their ideas to use in your classroom, or create new ideas of your own. The eight elements are flexible and practical concepts appropriate for application at all grade levels and in all areas of instruction, they're appropriate for you to use in your classroom. Why not think about it today, and do something new tomorrow.

SO WHAT AM I GOING TO DO NOW?

You are probably all familiar with the "Oh-no-I'm-*graduating-soon-what*-am-I-going-to-do-now" panic that many high school students experience as their senior year approaches. This is a very real fear for these students. They are faced with making crucial decisions about their lives, and they are inadequately prepared. What can be done to help them? We think the answer is career education. A relatively recent concept, career education seeks to correct many contemporary criticism of the American educational system. These criticism are entirely justified, because all across the country some students are deficient in basic academic skills; students are dropping out of school; students are not satisfied with programs designed to meet the needs of the college bound minority; and perhaps most important, students are unable to see meaningful relationships between school and the world outside the educational system. Since 1971, career education has represented one answer to these problems.

The career education concept, although widely recognized as a response to the call for basic educational reform, if often confused with other educational concepts. There are many misconceptions about what career education means. Perhaps the easiest way to clarify the definition is to examine what career education *doesn't* mean.

First, career education is not to be confused with Vocational Education. Although both are concerned with preparing students for work, the terms are in no way synonymous. Career education is a comprehensive K to 12 program designed for all students. Vocational Education, on the other hand, is job entry training intended for a certain percentage of students. In addition, Vocational Education is a specific program within a given curriculum. Career education is not. It involves working with existing classes; integrating and infusing concepts into all levels of the present curriculum. Finally, many educators may not be familiar with the broadness of the career education concept. It has been generally misunderstood as simply exposing students to the many occupational opportunities open to them. However, this is only part of the complete conceptualization. Young people today need more than an awareness of the available jobs. They need an awareness of how they relate to society, and an understanding of how their educational experiences relate to the world of work.

So, career education isn't a lot of things: it isn't Vocational Education, it isn't an "added program", and it isn't just telling students about what jobs there are in the market. It is, an attempt to help students make a realistic connection between academic skills and the skills needed to find satisfying roles in life. And more than that . . . it's a good idea.

CAREER EDUCATION IN YOUR DISTRICT

You may see a need in your school district for a career education program. But, you've taken no action because you don't know where to start or what to do first. Hopefully you're reading this article because you're searching for some information and direction. Well, keep reading.

The U.S. Office of Education has awarded the Cashmere School District, in Washington state, a $156,469 contract to help you learn more about career education methods and procedures. By using the Cashmere School District program and other rural programs across the country as examples, the Career Education Project hopes to assist you in generating or improving your own programs. This is the only contract in the United States on rural career education. It is designed to provide your district with practical materials and services. Under the terms of the contract, the Cashmere School District Career Education Project will prepare a series of newsletters, produce a handbook, compile a reference bibliography, provide a phone consultant service, and organize 5 comprehensive workshops all across the country. An article later in this newsletter provides more details on these services and materials. If you're interested, turn the page.

WHY CASHMERE?

Since career education activities began in 1971, the Cashmere School District has had statewide and nationwide recognition for their practical approach to the process of integrating career education concepts into their curriculum. They have a viable operation in a rural school district . . . a district which is probably much like yours.

Located in the geographic center of Washington State, Cashmere had a population of 1,940 in 1970. Approximately the same number resided outside the city limits. Most of the people are employed in agriculture and forestry, and send their children to schools located in the community. The combined enrollment of these schools is 1,100 students, which the district serves with 58 certified personnel.

Within this basic framework, Cashmere has created an exemplary career education program, which is still growing. Essentially, Cashmere has involved themselves in a three-phase developmental process. Phase I—orientation and individual teacher commitment; Phase II—more in-depth initiation of teacher developed materials and activities; Phase III—a district wide approach to career education which involves outlining a complete system of goals and objectives for every grade level and all disciplines of study. Now in the second year of Phase III, the Cashmere district is presently working in the areas of Science, Math, and Vocational Education. The first year of Phase III say the Social Science and Language Arts departments develop sequential performance based goals and measurable student objectives for each grade level. Next year, Phase III will be completed with the addition of the rest of the disciplines. The program has required support from the administration, teachers, the community, and parents. It has required a lot of work . . . but the people in Cashmere believe their students deserve it.

LET'S KEEP IN TOUCH

We'd like this newsletter to be a communication device. Communicating both from the Career Education Project in Cashmere to your school district, and from you to other rural districts across the country. So . . . write us a leter. Tell us about your experiences, share your ideas for implementing career education programs. Tell us about materials and activities you've utilized. Or, if there's something you'd like to know . . . ask us. We want our materials to relate directly to your needs. To do that most effectively, we need to know about any special problems you've encountered or any specific interests to which you'd like to see us directing attention. We'll try to include your observations, or reply to your questions in our next newsletter.

CAREER EDUCATION ACTIVITIES

When discussing government, have each member of a group play a role of one government worker. Each small group could plan a skit showing the job this person must perform. Skits can be planned around situations such as a city planning problem, a bill to pass, or a state disaster to handle.

FIVE WAYS TO A BETTER WAY

Developing a successful career education program has been a difficult job, and it's not over yet. But, the people who have been involved in the program here in Cashmere have seen enough to be sure that the work has been worthwhil. Career education principles are valuable and useful ideas that can be applied from kindergarten through graduation. We've seen what it can do. We feel strongly that career education is important, and that rural schools have a unique role to play in providing this education for their students. That's why we want to help you implement or improve your own career education programs. We're confident if you take advantage of the materials and services available through the Career Education Project, you'll be on the way. Here's what we can offer you:

NEWSLETTERS

During the course of the project, a series of newsletters will be published and sent to the 5,000 rural school districts. Each newsletter will deal with a major theme and will include interesting items on how rural school districts can adapt career education practices. You'll be able to get ideas for classroom projects, activities, and bulletin boards. In addition, the newsletters will act as a forum, taking ideas and suggestions received from newsletter readers, and communicating them across the country.

BIBLIOGRAPHY

An annotated bibliography will be another product available to rural schools through the Career Education Project. Three major areas will be covered in the bibliography: commercial career education materials, non-commercial curriculum units, and professional reference materials. The commercial materials to be listed include kits, books, cassettes, filmstrips, posters, and simulation activities. The non-commercial materials includes curriculum units developed by teachers around the nation, representing what has been done in the career education movement since its inception. Also in this category will be materials relating to career education for the physically and mentally handicapped career guidance units, field trips, and games. The professional materials include books, surveys, statistical information, and research studies. All materials listed in the bibliography will relate to rural areas.

HANDBOOK

The Career Education Project will develop a comprehensive handbook suggesting step-by-step procedures other rural communities might consider in implementing their own career education program. Written in plain simple English, the handbook will outline some basic "dos' and don'ts" which the Cashmere School District learned through their career education experiences. The handbook will not, however, preach the Cashmere program as the only answer, it will incorporate other districts experiences, and will be written so you can adapt all these ideas and relate them to your specific circumstances. The book will be designed around four major areas: Planning and Operating K–12 Career Education in Rural Settings, Curriculum and Instruction, Using Community Resources, and Evaluating your Program.

CONSULTANT SERVICES

Career Education consultant services will also be available. If there is something you need to know, maybe we'll be able to help. Answers to your questions will be answered over the phone, although appropriate materials will be mailed when possible, and referrals made when necessary.

WORKSHOPS

During the spring and summer of 1977, the Career Education Project will conduct five workshops. They will be held (as the map above indicates) in St. Louis, Boston, Knoxville, Denver, and Portland. The purpose of the workshops will be to communicate successful career education methods and procedures to the participants representing rural school districts. Each workshop will last five days, and will consist of three day informational presentation, followed by two days for scheduled consultation geared to specific problems in your school district. More details concerning the format and content of these workshops will be included in the next newsletter.

Career education is needed fully as much in rural America as it is in our largest cities. Cashmere, Washington has, for several years, successfully demonstrated that career education can be effectively delivered to youth in rural America. The Office of Career Education is very pleased that Cashmere can, during this year, not only improve its efforts still further but, in addition, will also be able to share their experiences with others in rural communities.

Too many people have devoted far too much time to identifying handicaps faced in the effective delivery of career education in rural communities. Much has been made of the obvious fact that, in such communities, it is difficult to expose youth to the full range of occupational opportunities. The lack of large industrial sites for career awareness, career exploration, and work experience activities is frequently mentioned. So, too, are the limited curricula found in many rural communities that restrict student options in all areas—and especially in vocational education. Finally, many have pointed out that many rural youth must leave their communities after high school in order to find suitable postsecondary educational or employment opportunities.

Far too little has been said about the natural advantages for effective delivery of career education to be found in rural communities. Among these, the following seem to me to be most important: (a) relationships between school personnel and the business/labor/industry community that exists are easier to establish and to maintain; (b) students from rural communities have relatively more opportunities to experience work as an integral part of home and family living then do many urban youth; (c) the concept of work as an important part of lifestyle, is more visible in most rural communities than in the large, urban setting; (d) school faculties in rural community are typically closer in both their professional and leisure time activities than are those in urban areas—and so have greater opportunities to exchange ideas and beliefs with each other; and (e) the school system is typically a more integral part of the total community activities in rural America than it is in large urban settings. (At least, as one who grew up in rural America and one who has taught in both rural and urban settings, these advantages seem obvious to me—as do many others).

Cashmere is a school system that has built their career education around the strengths of rural America, not its handicaps. To do so means that, in many ways, the delivery system for career education in Cashmere differs in its application from some found in urban settings. This is how it should be. It is my hope that this major demonstration and communication project in Cashmere can contribute significantly to increasing the awareness of, support for, and effective delivery of career education in rural communities throughout the Nation. The career education concept can make school more meaningful and more worthwhile for rural youth. Properly applied, it should help such youth both learn more in school and make a more successful transition from school to work. Rural youth need and deserve the very best Education—and application of the career education concept can help make this become a reality. Let us all strive to learn from and share with each other. By working together, we can each better serve our youth and our country.

KENNETH B. HOYT,
Director, Office of Career Education,
U.S. Office of Education.

STATEMENT OF BERNADETTE GRIFFITH, DIRECTOR, CAREER EDUCATION PROJECT, CASHMERE SCHOOL DISTRICT, CASHMERE, WASH.

Mrs. GRIFFITH. Thank you, Mr. Chairman, and members of the committee.

I am Bernadette Griffith from Cashmere, Wash., a small, rural community in north central Washington. I want to thank you for the opportunity you have afforded me this morning to appear before this hearing.

My experience is strictly at the local, rural area. I would like now to briefly summarize my written statement. Does career education work? Yes, it does. My experience as a classroom teacher for five years, working in the area of career education, has shown me what career education can do for students.

It has made school more relevant. It has generated enthusiasm for school that I have never seen before among students. It better prepares our students to make good and wise career decisions. It motivates students to learn. It helps give them a better self-concept about themselves.

My experience as a career education coordinator for our school district has shown me what career education can do for teachers. It has created a new enthusiasm for teachers. It makes the classroom a more exciting place for teachers to be and it allows teachers the opportunity to tap outside resources to help them in their teaching.

What does it do for local school districts in a community? It helps facilitate better communications between the community and school. Our students, parents, teachers and community are all very excited about career education.

This year, our rural school district received a contract from the Office of Education to communicate our successful career education practices and procedures to 5,000 rural schools. Is there a need for this communication? Yes, very definitely.

As a result of our first newsletter—in my prepared statement, I have included a couple of our newsletters—we receive from five to 20 letters a day from teachers, principals, and superintendents. What do those letters say? They are asking for ideas and information. In otherwords, a cry for help in trying to help implement career education concepts into their own areas.

I would like to quote just a few of these letters. From a counselor in Montana: "We, at this time, do not have a career education program, but know we do have a need for one. I would appreciate any suggestions.

"Please keep sending me the newsletter. I received some ideas from the first one and would like to get more," from a teacher in Montana.

From an instructor from New York: "I would like to keep in touch with your project so I can better serve the students in our program."

From a counselor in Colorado: "I am in a rural school of 330 students, K–12, with no funds. I am trying to start at the very basic level and develop interest and awareness this year and probably next year, in hopes of generating enthusiasm to get a fully organized program of some type going.

I am in a very small rural school system in rural Iowa and see a real need for developing a career education program for our students.

We are in the beginning stages of setting up a career education program in our elementary school and I would appreciate any ideas and suggestions you may be able to give."

Career education doesn't just happen. Superintendents, principals, curriculum directors, counselors and classroom teachers may all be excited about the concept of career education and recognize the need. But they do not all have, however, the knowledge or skills needed to infuse career education concepts into classrooms, provide career guidance to students, or develop relationships with the community in order to recruit resource people, all of which is needed to provide students with experiences in career awareness, exploration and planning.

The classroom teacher is the key person in the career development process. In-service training and retraining of classroom teachers, counselors and administrators is a vital step in the implementation of career education.

New materials are also necessary to facilitate career education. The hiring of a local career education coordinator is a valid step to help and be responsible for the program in individual districts.

These things all cost money. There is a definite need to assist school systems all over the United States who are aware that career education can help their students.

We therefore totally support H.R. 7 as it is written. Thank you.

Chairman **Perkins.** Thank you. It is excellent testimony.

Now, I would like to ask you, since you are right out in the State of Washington in the rural area, are teachers, in your judgment, ready to change the ways the teach to incorporate career education into the classroom? If we cannot achieve that, much of what this bill is trying to do will not work out. Do you think that the teachers now are ready to incorporate what we are working to do in this bill, in their classrooms?

Mrs. **Griffith.** The majority of them, yes; they are ready, able, willing and want to, but they do need the help by way of in-service training. Most teachers went straight from high school, through college, and right into the classroom. Very few had experience, themselves, in the working world. They see the need for their students to have this information.

Yes—I cannot speak for all teachers—but the majority of teachers are ready to implement it, but they do need help.

Chairman **Perkins.** What disturbs me so much about all the money that we are spending today in trying to improve our schools, is that comprehensive programs in schools were an actual reality in many schools 50 and 60 years ago. What we are seeking here to do today was an actual reality then.

When I was in the elementary grades we were a very rural, isolated area—but fortunately, we had teachers from the eastern seaboard that came in there and established a settlement school.

They took youngsters from all over the county, and adjacent counties, and they established a high school at the same time. But they commenced this comprehensive training, bordering on all aspects of vocational education, for 1 hour a day, both the women and the men. By the time the women were in the 8th grade, they knew how to weave and operate looms. The men were successful, when they got through the 8th grade, in mechanical drawing.

At the same time, the schools were not neglecting their academic work by any means, but this was on top of that. In most instances, in the area, at this time, the coal mines were needing people for carpentry, and these youngsters would leave school in the eighth grade, or in the first year of high school, and get jobs in the mines, and go back home and work and send their sisters and younger brothers to the school.

But years later, when the county took over the school system, this became a lost art.

What we are actually trying to do, as I see it, is to incorporate some of these methods into the schools again so that the youngsters will again have the opportunity to select from a comprehensive program, and be in a better position to choose at an early age just what he or she may want to do to earn a livelihood.

It opens up those doors that are not presently open to that youngster.

I am delighted to hear you today. You witnesses have been most helpful. I am very much in support of this program. I want to see it enacted at the earliest possible date.

Mr. Le Fante, do you have any questions?

Mr. **Le Fante.** Thank you, Mr. Chairman. I would like to direct my questions to Mr. Esposito, if I may.

I notice, on page one, you refer to the fact that many of your kids wind up in a career by accident. You call that career choice by accident.

Chairman **Perkins.** If the gentleman would yield for just a few seconds, I have a couple of youngsters here from Kentucky. One of them is named Jimmy Carter. Please stand up, both of you. The other one's name is Dave Willett. They are from Pikeville High School. They are from my congressional district. We are glad to welcome you vere this morning. I think Mr. Carter wants to see if he can see the President. [Laughter.]

Go right ahead, Mr. Le Fante. Excuse me for interrupting.

Mr. **Le Fante.** Later on in your testimony, you talk about the same kids selecting careers with little or no knowledge of that career. I didn't think anything of it until Chairman Perkins began reminiscing about his district. I, too, am a product of a technical high school. I don't know why I wound up where I did.

I think it was like a challenge to be involved with the skills. Later on, I found out I would have made more money as a lawyer, but it was too late.

I remember in our school, Dr. Esposito, we had some 12 or 14 skills that we could choose—heating, air conditioning, metallurgy, carpentry, woodworking, auto mechanics, TV and radio, and there were five or six others.

Yet, when I went there, I had no idea what I wanted to do. I didn't know why I was there. I think the entire problem hinges, in your testimony on page four, where you say, "The need to train the working teacher is a high priority."

The turnover is very low in the profession, so new ideas are not generated via new teachers as in the past. Now, I am from the past. How can you say that? There was no one in the seventh, eighth, or ninth grade telling me, "You should go to a technical high school," or, "You should take an academic course." My skills were not evaluated.

In school, your marks are evaluated with report cards. Sometimes you signed your mother's or father's name if you were ashamed of it and you didn't want to get a spanking. If you did get caught, the consequences were even greater.

My point is, in industry, they are looking for 60 years of age and they get out. The police and firemen are looking for 2-year service. If a person is appointed at 20 or 25, at the age of 45, he would get out on pension.

Dr. **Esposito.** That is right, and start a brand new career.

Mr. **Le Fante.** My question is, what can we do, and I mean this sincerely, to help prepare these teachers to put them in a position where they can really help these kids? What can we do that will increase the quality of the teaching?

Would you say it should be mandatory for a teacher to take refresher courses or continuing education courses? Do they keep abreast of the changing times and, if so, how do you mandate that?

Dr. ESPOSITO. In some States, teachers do have to go back and take a certain number of hours in 3 to 5 years in order to maintain their certification.

Mr. LE FANTE. That is a State regulation?

Dr. ESPOSITO. Yes, it is a certification by each State. In other words, if they would mandate that a teacher needs to have some other kind of experience instead of academic experience, for instance, that might open things up.

I am familiar with the University of Toledo and the University of Akron where they offer courses to teachers in the rubber factories of Akron. In talking to those teachers who are familiar with this, they have a much different appreciation for what it takes to be successful in other kinds of work other than just academic work.

As a teacher, and as any of us have gone through college or gone into our professions know, the chance of doing outside work in other real occupations is not there. Perhaps, if on preservice level, the teacher to be, or the teacher already out there, were offered the opportunity to really understand what it is like to work in other kinds of jobs, they would have a better appreciation in terms of their subject matter delivery to the kids.

I take student teachers, when I teach them inservice training, to a number of the factories and plants around Rhode Island. When the teachers walk in there, it is the first time they have ever been in a large manufacturing plant. They see these people putting together some gizmo at 50 an hour or something like that. Their first response is, what a horrible life to put somebody through.

Now, I let them hold that thought for a minute. Then, I force them to sit next to one of those workers and interview them. I let them sit there for an hour and get to know the person, why is he there. They come back finding out there are some rewards in that work.

If we, who are academicians, don't understand and don't see and expose teachers to more of what is going on in what I call the real world, the other part of work, and when they see the other side, I think they can transfer those attitudes and that thinking to the kids and develop some kind of attitudes.

Mr. LE FANTE. I will accept that. I think you are a little ahead of me. I would like to back up, if I may. Is the capability of the teachers geared to, adjusted to, or parallel to the program? That is what I would like to discuss at this point.

My experience has indicated to me that the quality of the teacher is not parallel to what we are trying to do here in this legislation.

We, in New Jersey, have taken great pains to incorporate continued education into certification of our medical profession because they treat our bodies; and we have extended it to the accounting profession. I remember, as though it were yesterday, we even tried to extend it to the teaching profession, and every door was closed. Who do you think was closing the door? The teaching profession itself. You are the exception to the rule and I want to compliment you and add that maybe it will become contagious. You will help the country.

There has to be something done about that. The die is cast in the classroom. If there are problems at the home level, they are often corrected in the classroom. The right teachers extend themselves a little, with some degree of patience and intelligence. But no one cares, at least in my State, what effect it has on the child. It is like injecting a needle in the kid's arm.

I would like to see, if nothing else, a voluntary action by the teaching profession or the education associations to incorporate continuing education, not only into their thinking, but into their actions. I think they should be down here packing this room to get this type of legislation, but they are not here.

Dr. Esposito. Most of them are very fearful of their jobs. It is more of an economic thing than anything. They are afraid they are going to be cut back. There are fewer kids coming into the first grade. They think: "How long will it be before I will be out because there won't be any students." The idea of asking them to take on a new role is fearful. I was talking to a foreign language teacher. The foreign language profession has run into this reduced enrollment. I was in a meeting of high school teachers trying to sell them on the concept of those needs, to understand better. I was getting some flack.

Then, a foreign language teacher said that:

> Maybe it was a blessing in disguise. We started losing our credibility because we have had to now work much harder at selling the concept of why it is important. In doing that, we made the connection between foreign language, careers and other lifestyle kind of activities.

So, I think teachers can understand it. They need that leadership or inservice training option in order to begin to develop. As I said, I have taught over 1,500 teachers, specifically, in career education. They have developed outstanding leavening techniques which I know they are using in their classrooms.

I do wish, as you do, at the State department level, there was some kind of mandatory continuing education. If you have a master's degree, you can still work 30 years without any additional training, and there are a few other professions where this is so.

Mr. Le Fante. Thank you very much.

Chairman Perkins. Mr. Pursell?

Mr. Pursell. Thank you, Mr. Chairman.

The comments you made earlier, Dr. Esposito, in reference to the problems of the vo-tec people having some misunderstanding or misgivings about the legislation, how do you define the difference between career education: what might happen if this bill were implemented, between those two potential warring parties?

Dr. Esposito. I think the problem is vocational education has been around, what, about 60 years. We feel they have fought long and hard to get to the position where they are. I think now they see career education, with only a short, 5-year history, beginning to overtake some of their own levels of power and visibility.

One of the real problems is that they see career education as a part of vocational education. I think vocational education has 2 or 3 years of a total impact on career development. Most vocational education occurs between the 9th and 12th gardes. Some occurs in the postsecondary 13th and 14th grades.

I think that is a signficant and important factor, for the kids who want those options to be able to have them. I don't know how to get across to them we are not trying to take that away from them.

I have this in my own State. The head of vocational education wants to see career education under vocational education, not separate, because he is fearful of losing the efforts that they have already worked hard for.

I don't see that as a problem. I think that the role of vocational education is extremely important for the usual 15 percent of the school population who choose that direction. I think we have excellent vocational education schools who do a very good job. It is a turf problem and an attitudinal problem. I think you people understand that as well as anyone.

Mr. PURSELL. Many States, through State government, are funded on a categorical basis, vo-tec, special education, and so forth. I see what you are driving at here. Is there a way, in our legislation, where we would achieve a compromise between the two aspects, of vo-tec programs and career education, which we are implementing here, into a constructive program, and get the best and highest use out of the top dollar?

Dr. ESPOSITO. I guess one of the things I see is special legislation for special groups, yet, that is where the press comes. If there could be more overlapping coordination between the vocational education amendments and career education, that might be valuable.

One of the lines in the bill says: "Increasing the emphasis they place in elementary and secondary schools on career awareness, exploration, decisionmaking and planning," and it excludes job skill training. That is the point, I think, the vocational educational people are particularly concerned with because, in a sense, what you are saying is you are funding all kinds of programs for kids but are excluding those 15 or 20 kids who are going to a vo-tec high school where they do get special skill training. I think I understand because there are no vocational education amendments that cover that very well in terms of fiscal support. It doesn't get additional fiscal support, but the vocatonal education point of view is, see, they are trying to eliminate us.

Mr. PURSELL. In your comments about your work with counseling, I find that my personal opinion, having some experience in education at three different levels, is that the counseling is at the high school level, at the end of the career of the student rather than in the earlier elementary programs. You talk to an elementary teacher and they can tell you the potential dropouts, the potential children who are going to have trouble not finding a job and not getting into the labor market or ending up in jail.

Consequently, the counselors say: "Yes, it is a good idea to put counselors in elementary school, but I don't want to go into the elementary school."

You quote in your testimony that counselors and people like yourself are the only people in this system that understand career education and what we are trying to achieve. Shouldn't they be in the elementary system?

Dr. **Esposito**. Yes, very much so. I tend to disagree that there aren't counselors that wouldn't go to elementary schools. I know a lot of people who would like to be elementary counselors. It is not viewed as a critical need even at junior highs and senior highs.

It is a matter, I guess, of priorities and perhaps funding, but the important need is to get kids early, to spot the difficulties and to help them. There are programs. There is something called child find program going on at the preschool level, trying to identify any kind of difficulties, cultural or whatever. Those efforts will help.

I think, as teachers begin to see kids being helped by the few elementary counselors that are there, they may begin to see it as important.

The school system has x number of teachers on tenure at the first, second, and third grades. If they have to start bumping people out, the idea of bringing in a new professional at a new salary level is a difficult thing to do.

Mr. **Pursell**. I have no further questions.

Chairman **Perkins**. Are there any further question?

Let me compliment both of you. You have been very good witnesses and very helpful to the committee. I think we have the legislation on the way. Thank you both.

The hearing will now adjourn, subject to the call of the Chair.

[Whereupon, at 10:55 a.m., the hearing adjourned, subject to the call of the Chair.]

[Material submitted for inclusion in the record follows:]

Council of Chief State School Officers,
Washington, D.C., March 11, 1977.

Hon. Carl D. Perkins,
Chairman, Subcommittee on Elementary, Secondary and Vocational Education, House of Representatives, Washington, D.C.

Dear Mr. Perkins: I would like to congratulate you for bringing H.R. 7. The Elementary and Secondary Career Education Act of 1977, before the Subcommittee on Elementary, Secondary and Vocational Education. H.R. 7 authorizes the development of career education programs which the schools need at this time.

As you know, the Council of Chief State School Officers has long advocated implementation and expansion of the career education concept. Many states have identified career education as a high priority area for new program development. Funds appropriated under Sec. 406 of P.L. 93-380 have provided valuable assistance to states in the development of plans for large-scale implementation of career education programs. The provisions of H.R. 7 will make possible realization of these plans.

We are enclosing for your information a copy of the CCSSO position paper relating to our concerns regarding specific aspects of H.R. 7. Basically, our concerns are in the general area of what we consider to be the traditional role and functions of the state education agency, and not related to concerns regarding the concept of career education.

It is our hope that the Subcommittee will find these suggestions helpful, and we look forward to the successful resolution of them so that we might direct our attention to the development of successful career education programs in the states.

Sincerely,

Byron W. Hansford,
Executive Secretary.

Enclosure.

Council of Chief State School Officers Position Statement on H.R. 7—The Elementary and Secondary Career Education Act of 1977, March 9, 1977

At the November, 1976 Annual Meeting of the Council of Chief State School Officers, it was resolved that

Career education is an instructional strategy, aimed at improving educational outcomes by relating teaching and learning activites to the concept of career development. Career education extends the academic world to the world of work. In scope, career education encompasses educational experiences beginning with early childhood and continuing throughout the individual's productive life.

The Council continues to endorse the concept of career education and to support the planning, development, and implementation of career education oriented programs.

Because of its long-standing commitment to the concept of providing career education to individuals of all ages the Council, and the States it represents, support the intent of the provisions of H.R. 7, the Elementary and Secondary Career Education Act of 1977. We commend the sponsors of the bill for their efforts to assist the States in the implementation stages of large-scale career education efforts.

The Council would like to make special note of the provision in Sec. 8 (b)(1) which allows payments to States of not more than 5 percent for administration and not more than 10 percent for State leadership activities. The Council wishes to express its satisfaction with this recognition of the importance of allowing not only for effective administration of programs at the State level, but also the importance of providing funds for State leadership activities beyond those of actual program administration. *However, we recommend that a floor of $25,000 be established for the State administration to insure adequate resources for the less-populated States.*

While the Council endorses the intent of H.R. 7 and the concept of career education, we do have some reservations about the implications of certain of the bill's components. The following issues should be addressed in the final version of the bill in the hopes that any misconceptions in interpretation might be clarified at the outset.

1. PURPOSE

The CCSSO policy on career education states support for providing career education experiences from "early childhood and continuing through the individual's productive life." Provision was also made in P.L. 94–482 to encourage career education programs and activities for individuals of all ages. *Accordingly, we would suggest that consideration be given to expanding the focus of the bill beyond elementary and secondary education.*

2. AUTHORIZATION

The purpose of H.R. 7 is to provide federal assistance to States for the implementation of career education programs in elementary and secondary schools. Under P.L. 93–380, the Education Amendments of 1974, and P.L. 94–482, the Education Amendments of 1976, funds were authorized to enable States to undertake the initial planning for career education programs. At this time, forty four States are in the process of developing State plans, all of which will be completed by June 30, 1978.

In this regard, it should be emphasized that these States will be ready to begin full-scale implementation at that time and, consequently, the earliest possible funding is essential.

Sec. 3(b) authorizes appropriation levels for five consecutive fiscal years which decrease after the second year until by the sixth year, programs are to be supported entirely from State and local funds. Because of the current fiscal crisis which many State and local educational agencies find themselves in, the Council is concerned that the "sunset" provision in the authorization levels might act as a deterrent to the creation of career education programs because of the uncertainty of long-range funding. We further question whether the amounts authorized will be sufficient to achieve the objectives of the bill, especially in the first and final years of the implementation effort. *The necessary expenditures of funds are greatest in the early years of any program and we urge the Subcommittee to reconsider the authorization levels to reflect this awareness and to consider extending the time-frame of the legislation to insure a minimum level of continued federal support.*

3. APPLICATIONS

Sec. 5(2) requires that the State Board of Education or the State Education Agency submit assurances to the U.S. Office of Education that a policy has been adopted stating that career education is "of prime importance in the elementary and secondary education within the state." While the intent of the language is clear, some clarification of this subsection is needed. The participation of a State in the program, its compliance with the requirements of the act, and the components of the State plan serve to assure that a substantial commitment has been made. *We believe that this attempt to establish State priorities sets a dangerous precedent leading to further Federal preemption of the State responsibility for educating children and youth. We recommend that this language be deleted from the final bill.*

Sec. 5(4) requires that the State employ a career education coordinator and outlines the qualifications, responsibilities, and placement of this individual in the organizational structure of the State education agency. The requirement that the State coordinator "be the chief officer responsible for planning the use and administering the expenditure of funds received," in some States, places this position at a higher level (an Associate or Assistant Commissioner level) than other State directors of programs equally high in Federal and State priorities. While the Council recognizes that additional staff may be necessary for the proper administration of the program the selection and placement of such personnel should be the responsibility of the Chief State School Officer and such decisions should be made according to established State administrative practices.

Some States have admitted to a certain reluctance to participate in a program which prescribes administrative structure and levels of expenditure. These concerns have been raised in light of the fact that federal responsibility terminates after five years and States are left with an organizational layer alien to their standard fiscal and administrative practices.

We also see no rationale for the language contained in Sec. 5(5) mandating that additional staff include "at least one professional trained in guidance and counseling." States may find many different types of staffing patterns necessary to meet the objectives of the State plan they have prepared. Federal direction of this nature is clearly an unnecessary directive.

The Council, therefore, strongly recommends that Sec. 5(4) and (5) be deleted and the following language be substituted in its place:

(4) the State educational agency will employ a State coordinator of career education;

(5) such agency will employ or utilize such staff as are necessary to implement the State plan.

4. USE OF FUNDS

Sec. 7. (a) (2) lists State leadership activities which may be undertaken using these funds. *It should be made clear in the committee report that States are not required to distribute their portion of the funds over all or a minimum number of these activities.* Rather, States should be able to target these funds toward their greatest needs, even if it involves funding a limited number of activties.

Second, we urge that language be added to permit greater flexibility in determining qualifying activities. Forty-four States are developing career education plans in approvable form which might include components not on the list of fundable activities. *In order to promote innovative programs, and in recognition of the diversity among the several States, we recommend that if a nonreimbursable activity is included in the State plan which is worthwhile and in keeping with the purpose of the legislation, the Commissioner may waive this requirement.*

The Council sees no need for the federal government to encourage the establishment of another certification category for local career education coordinators. No similar requirement is contained in ESEA, Title I, for example, and, as such, represents an unnecessary encroachment by the federal government into areas traditionally reserved to the States. *The Council, therefore, recommends that Sec. 7 (a) (2) (G) be deleted from the bill.*

5. PAYMENTS

The Council is concerned that the matching requirements contained in Sec. 8(b)(2) and (3) may prove to inhibit the development of career education programs. First, there is probably an inverse relationship between the ability to finance career education programs and the desire to have such a program. Secondly, given the current fiscal crises facing education, officials will be very reluctant to begin new program initiatives when the term of support is as short as that now contained in H.R. 7. *The Council recommends that the provisions for matching funds in Sec. 8 (b) (2) and (3) be deleted.*

6. FEDERAL ADMINISTRATION

Sec. 9 (a) (3) (E) contains a provision for the Office of Career Education to develop "a set of consensus learner outcomes for career education. This provision raises the issue of undesirable federal efforts to establish a national curriculum and unnecessary federal control and direction of the school curriculum. *The Council recommends that this section be deleted from the bill.*

Sec. 9 (c) directs the National Institute of Education to "devote special attention to development and validation of instructions required for the assessment of those learner outcomes for career education developed by the Office of Career Education." *Because of the objections expressed regarding the development of consensus learner outcomes, Sec. 9 (c) should be revised as follows:*

(c) The National Institute of Education shall continue its complementary efforts in career education, including product development, evaluation and research.

Because of the Council's long standing support for Career Education, we are prepared to support H.R. 7 subject to the successful resolution of the concerns presented in this statement.

AMERICAN ASSOCIATION OF COLLEGES
FOR TEACHER EDUCATION,
Washington, D.C., March 15, 1977.

HON. CARL D. PERKINS,
Chairman, House of Representatives, Committee on Education and Labor, Subcommittee on Elementary, Secondary and Vocational Education, Rayburn House Office Building, Washington, D.C.

DEAR MR. PERKINS, Enclosed please find a written statement of testimony for H.R. 7, the Elementary and Secondary Career Education Act of 1977, presented to the members of the Subcommittee on Elementary, Secondary and Vocational Education of the House Education and Labor Committee.

Sincerely yours,

ELEANOR M. MCMAHON,
Chairwoman, AACTE Commission on Governmental Relations and Dean of Educational Studies, Rhode Island College, Providence, R.I.

ROBERT L. EGBERT,
Chairman, ASCESULGC Educational Policies Committee and Dean, Teachers College, University of Nebraska, Lincoln, Nebr.

PREPARED STATEMENT OF ROBERT L. EGBERT, DEAN, TEACHERS COLLEGE, UNIVERSITY OF NEBRASKA—LINCOLN AND ELEANOR MCMAHON, DEAN OF EDUCATIONAL STUDIES, RHODE ISLAND COLLEGE, PROVIDENCE, R.I., ON BEHALF OF AMERICAN ASSOCIATION OF COLLEGES FOR TEACHER EDUCATION AND ASSOCIATION OF COLLEGES AND SCHOOLS OF EDUCATION IN STATE UNIVERSITIES AND LAND GRANT COLLEGES AND AFFILIATED PRIVATE UNIVERSITIES

The American Association of Colleges for Teacher Education (AACTE) and the Association of Colleges and Schools of Education in State Universities and Land Grant Colleges and Affiliated Private Universities (ACSESULGC) support H.R. 7, the bill to authorize a career education program for elementary and secondary schools. AACTE is the nation's oldest and largest teacher education organization. It represents 800 member colleges and universities that provide pre- and inservice training for the nation's teachers, counselors and administrators. ACSESULGC represents the interests of the nation's schools of education located in Land Grant institutions and affiliated large private universities.

We welcome this opportunity to present the viewpoints of those educators charged with the responsibility of preparing and providing continuing education for the 2.9 million school teachers, counselors and administrators. We request that this testimony be entered as part of the record for this important piece of legislation.

Conceptually career education is open to much definitional debate and consideration. We are pleased that H.R. 7 offers a general definition that is broad enough to encompass a wide range of viewpoints and/or perspectives. We believe that career education ought to be infused into existing school programs. We urge that the criteria for determining the success of such infusion include the: inclusion and integration of academic and vocational education; fusion of guidance and instruction; and systematic use of the community and its personnel resources in the instruction and guidance processes. These criteria presently are met by most teachers. Increasing societal complexities require the further utilization of the career education processes by all teachers at all levels, making H.R. 7 even more essential today than at any other time in our history. Teacher educators are greatly interested in personnel adaptation and in curriculum reform. Also, the nation's teacher educators find the career education movement to be all pervasive and demanding of their increased attention.

We are pleased that H.R. 7's authors call for the authorization of monies for teacher education. A strong, productive network of educational personnel preparation programs is an essential part of the American educational system. Located in colleges and universities across the nation, programs in this network prepare teachers, counselors and administrators and provide continuing inservice education to improve, extend and update their skills and knowledge. Unfortunately, educational personnel preparation programs have been taken for granted at certain crucial times when they needed to be strengthened and supported.

RECOMMENDATIONS

Recommendation No. 1

We urge that in marking-up Section 7(a)(2)(H), your subcommittee broaden the notion of "promoting the adaptation of teacher training curricula." Many teacher educators and other faculty members need inservice education as much as do those they teach.

One can't expect successful curriculum change in SCDEs unless faculty are also trained to consider the importance of this concept. We believe that changing the language in Section 7(a)(2)(H) to read: "promoting faculty development and teacher training curriculum adaptation/development in the concepts of career education . . ." will increase the capability of college and university faculties to assist local school districts to better use federal career education funds to develop their own programs and expertise.

Recommendation No. 2

We urge that you consider the need for a more coordinated training component for career education. In both of the planning authorities, authorized in PL 93-380 and PL 94-482, state education agencies were encouraged to consider the needs and forms of personnel development. We believe that such coordinated planning should be the basis of training grants made by the state education agency to either the institutions of higher education or local education agencies.

Specifically, to facilitate a more rationale statewide approach to personnel development for career education, we suggest that consideration be given to combining the several training components authorized in Section 7. We urge that subsections (2)(H) and (3)(F) and (3)(G) and (3)(H) be combined into a new subsection 5 that would provide monies to colleges and universities, teacher centers and local education agencies, working collaboratively, to accomplish the specified purposes. We believe that the several training components require integration and joint planning and that such targeted grants for personnel training are important.

Recommendation No. 3

If the Subcommittee feels that it is unwise or inappropriate to consolidate these separate training pieces, we would then ask that consideration be given to the inclusion of the following phrase in Section 7(b):

"Any local education agency receiving grants authorized by this legislation may contract with institutions of higher education (with departments or schools of education) located in the area to carry out activities under, or provide technical assistance in connection with, such grants."

This inclusion would encourage mutual consideration of staffing requirements and personnel development by colleges and universities and local education agencies. We believe that a more rational personnel development program would emerge from this tact and that duplication of training programs and expertise would be avoided.

Let us reiterate our support of this important piece of legislation and its potential impact upon schooling. We also support previously submitted statements which call for careful consideration of equal rights and sexual equality in the programs which evolve from this legislation.

We strongly encourage significant reconsideration of the personnel development or training components called for in this legislation. AACTE and ACSESULGC would welcome the opportunity to work closely with the Subcommittee and its staff to arrive at a piece of legislation compatible to the staffing requirements and personnel development needs of classroom teachers and responsible to the needs of children in the area of career education.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., March 7, 1977.

Hon. CARL D. PERKINS,
Chairman, House of Education and Labor Committee, United States House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: As the Subcommittee on Elementary, Secondary and Vocational Education looks into the possibilities of increasing the federal governments support of the concept of career education, which I support, I would like to share with you, for the Subcommittee's record, the Puerto Rican experience with career education.

The Education Department in Puerto Rico has been attempting to cope with the needs of a rapidly changing economy. The transformation from an agricultural based society to one in which great strides have been made in industry, commerce and services, has required an ever increasing number of qualified individuals. To speak of career education twenty years ago would have meant subjecting the student to flights of fancy. But today it is the duty and commitment of the Education Department, to expose the student to the various career possibilities; to instill in his or her mind the necessity and desirability of pursuing a career and to present a career education curriculum in a perspective which is consistent with the realities of Puerto Rico, without thwarting individual initiative and potential.

The integration of the career education concept into our educational system has been fairly recent, dating back to 1971. From 1972 to 1974, five projects of varying size were launched. In the Carolina School District, a project entitled "Sequential Approach to Career Education and Preparation" helped 9,250 students to develop a self awareness toward the occupational structure, and acquainted junior high school students with jobs related to the construction and home economic areas. A Research and Demonstration Project in Career Education served approximately 7,500 students in a Humacao area, which typifies the changing community. In contrast, a project was implemented in the San Sebastian School District, which had an agrarian orientation. The main purpose of the program, entitled "Innovations to Prepare Disadvantaged Students for the World of Work," was to find new ways of assisting the disadvantaged and handicapped student to explore the world of work and to discover and use their maximum potentialities. About 8,609 students at the elementary and junior high level participated.

In Palmarejo, a project was implemented in a second unit (elementary and junior high school levels combined), designed to acquaint the rural student with the occupational world. Six hundred eighty six (686) students participated in the program. Finally a Model Program for an Integrated Curriculum was carried out in a metropolitan area school (Rodriguez Cabrero,) and served 874 students at the elementary school level.

Ongoing Career Education Projects include: *Development of an Exemplary Career Education Comprehensive Model in the Academic, Vocational and* was begun in 1972 and its federal funding will end this year. For the first two years of operation it was funded at a level of $277,000 yearly, while this year the funding was $274,115. The program objective is to continue the infusion of the career education concept into the Puerto Rican educational system curriculum. It also aims to develop a greater sense of awareness by the students and teachers of the relationship between education and the world of work. The second ongoing project was funded by Sec. 406 of P.L. 93-380, at a cost of $48,759. Its main objective is to develop a state plan for the implementation of a career education program in elementary and secondary schools. This is done in close collaboration with business, labor, industry and government.

The main objectives and activities of career education set down by the Department of Education are: (a) To provide students from kindergarten through twelfth grade with a career awareness, exploration, preparation and a vocational technical curriculum at the secondary level best suited to the students' aspirations. (b) To provide the best opportunity for all students to make a choice of either going on to college or entering the work force. (c) To make a full assessment of the needs of elementary and secondary students in the area of career education, as well as determining the training needs of teachers, counsellor and administrators in this area. (d) To identify the existing and potential resources for the implementation of career education as an integral part of the curriculum; including instructional materials, educational facilities, personnel and community resources. (e) To carry out a state plan of career education to insure proper coordination of all career education efforts. Hopefully, by next year the Department will have all the necessary information to implement a career education comprehensive plan. (f) To expand the limited opportunities and increase the participation rate of 10,349 (1976-77) students. (g) To coordinate the guidance and counseling efforts and expand their role to include career education. At present there are 415 school counselors serving 515 schools with a total enrollment of 313,786 students. Approximately 191,841 students were served by these counselors for the school year 1975-76. (h) In the past no special programs or provisions have been made for the special needs of migrant children and those students who need bilingual education. Nevertheless the State Plan for Career Education will take into consideration the needs of these groups and it is hoped that more attention can be given in the deliverance of services.

The enactment and funding of H.R. 7 will enable the Department of Education in Puerto Rico to better carry out the aforementioned concerns and move closer towards their stated goals. Up to now funding has helped the Department to develop adequate career education curricular materials and teaching methods. In addition, project staff has been trained in career education philosophy, concepts, strategies and resources. An infusion of federal support would enable the continuation and expansion of the use of materials and teaching methods. It will also make possible the recruitment of the best qualified personnel. But most important, the implementation of a comprehensive career education program as an integral part of the elementary and secondary school curriculum would not be made possible.

The only slight modification which the Department of Education would respectfully request of the Subcommittee on Elementary, Secondary and Vocational Education, is to continue the trend established throughout programs aimed at elementary and secondary education, by treating Puerto Rico as a state for purposes of the act. Although there is no significant gain by adopting this provision, there would be no artificial limits which in effect place a ceiling on the possible funds Puerto Rico may accrue.

Finally, but perhaps most important, I am enclosing, for the record, a copy of a blueprint for an educational revamp in Puerto Rico, which has as one of its cornerstones a viable and effective career education program. The entire concept is called Education for Life, and merges career education as an integral part of the educational process. Quoting from the introduction. "The goals of the program are thus not mechanistic, but organic; not quantitative—placing so many students into so many career locations—but qualitative, as indeed education itself should foster the individuals formation by providing from as early as kindergarten the information, skills, and most importantly, the appropriate attitudes necessary for an individual to realize his or her own unique potential within a societal framework through informed and responsible decisions."

Mr. Chairman, I would appreciate your including the text of the Education for Life presentation in the official record of hearings, so that all can see the innovative approach to educational policy which the Department of Education of Puerto Rico has set down, through which the attitudes of the students towards their future and the world of work will be transformed.

Thanking you for your assistance and guidance, I remain

Cordially,

BALTASAR CORRADA,
Member of Congress.

Enclosure.

EDUCATION FOR LIFE, AN INNOVATIVE PROGRAM BASED ON EFFECTIVE GUIDANCE SERVICES, CONTINUOUS ASSESSMENT, AND LONG RANGE PROJECTIONS, HERMAN SULSONA, SECRETARY OF EDUCATION, COMMONWEALTH OF PUERTO RICO, FEBRUARY, 1977

I. EDUCATION FOR LIFE

"Education for Life" is a broad and comprehensive concept which extends the scope of the educational function from an instructive one to a fully formative one. A guidance program such as the one outlined in the following pages is more than an idea to revamp a traditional approach to career education and guidance. Nor is the program remedial in nature, only to be implemented when—and all too often, after— individual student problems arise. Education for life is, instead, envisioned as an integral part of the entire educational process, and it is designed to better, not only the life of the individual student as he or she enters society, but also ultimately to improve the quality of human life found in that very society. The goals of the program are thus not mechanistic, but organic; not quantitative—placing so many students into so many career locations—but qualitative, as indeed education itself should foster the individual's formation by providing from as early as kindergarten the information, skills, and, most importantly, the appropriate attitudes necessary for an individual to realize his or her own unique potential within a societal framework through informed and responsible decisions. Specifically, the concept is based on the need to create a comprehensive guidance program, including a new breed of professional counselors to implement it, in order to insure both a more fulfilling life for our students and a better future for the Puerto Rican society.

II. PUERTO RICO: OUR REALITY

The vast overpopulation of Puerto Rico, the unrealistic educational goals of many students, the increase in a bewildering diversity of occupational offerings, and the exacerbation of mental health problems on the island, urgently require the evaluation and revitalization of the existing public guidance services.

To say that Puerto Rico is vastly overpopulated is not to exaggerate or overstate the problem. Approximately 35 miles by 100 miles, Puerto Rico has a population of more than 3 million people with a resultant population density greater than that of China, Japan, or India. The unemployment rate, currently around 20 percent, is certainly the highest in the United States. Yet, ironically, the intensive effort towards industrialization during the last two decades which has generated new technical jobs throughout the island, has left many of these jobs unfilled since the majority of the work force remains unskilled. Needless to say, the unemployed rely on welfare funds and food stamps in order to subsist. Nevertheless, according to a study conducted in 1976 at the 9th grade level, more students continue to aspire to professional status than can be absorved by the professional job market, which comprises only about 19 percent of the total jobs available. Obviously, many students possess unrealistic educational goals. While new programs have been created in the vocational schools and regional colleges to train students as highly skilled workers or technicians, approximately half of the student population, at the 8th to 12th grade level, is not aware of these options because guidance services are either not available to them or the guidance couneselors are not adequately trained and utilized. Worse still, of those who are aware of the opportunities, many discard the offerings because they, and/or their relatives, consider such work demeaning. Still others, because of lower aspirations, consider such opportunities as being beyond their reach.

III. SCOPE AND IMPLICATIONS

Our present situation in Puerto Rico requires an urgent and viable answer to these problems of educating our massive student population for a fulfilling and productive life. There exists a network of teachers already at work instructing our students in the skills necessary to make a living. However, in order to be fully functional, our students need to know and accept themselves to develop a constellation of personal and social values, attitudes, and behavior patterns to accompany the skills they have learned. Moreover, the following adverse situations need to be taken into account:

a. Guidance programs start in the seventh grade, except in those few schools where pilot programs are being conducted below this level.

b. Considering only 7th to 12th grade level, for currently there are practically no counselors in elementary schools, the student-counselor ratio is over 800 to 1.

c. Guidance is almost exclusively remedial.

d. Counselors are engaged in administrative, clerical and disciplinary endeavors, in many cases, to the exclusion of the fundamental guidance functions.

e. Physical facilities required for effective guidance, such as privacy, equipment, and materials, are very limited.

f. The criteria for selection of prospective counselors is based almost exclusively on academic requirements.

g. The graduate counselor-education programs are overloaded with education courses.

h. Too little incentive to study elsewhere causes educational inbreeding of counselors.

i. In-service training programs are sketchy.

j. As a general rule, there are few instruments for assessment and placement of gifted students.

k. Most of the psychometric tests now in existence have been standardized outside of the Puerto Rican cultural context.

l. The students and the community in general lack information about the services offered in guidance programs.

m. The evaluation system of guidance services and counselor effectiveness is limited.

n. Research on the psycho-educational needs of our student population is insufficient.

The task of overcoming these obstacles belongs to a new breed of counselors, academically and socially competent as well as professionally committed, who will be numerous enough to make an impact on the student population. Moreover, they will be aided by adequate facilities and equipment, by the newest technological instruments, by valid and predictive diagnostic tools, and by peer-counselors from student ranks. Such professional counselors will be highly sensitized to deal with attitudes and values, and trained to help the student not only to self-acualize his or her potential talent (intellectual or manual), but also to find an appropriate and satisfying place in life for that student by fostering a high degree of flexibility and adaptability within each person.

Changing a society used to absorbing a vast amount of welfare aid because of rampant unemployment into one that is self-sufficient implies much more than creating more industries, more jobs, and more educational opportunities. It entails changing the mentality toward work of a large segment of the population. Upgrading the basic psychology of work values entails a process of re-education implemented through a comprehensive guidance and counseling program that must be started from the very beginning of the formative years of kindergarten to 12th grade.

Career Education, now brought to its culmination as "Education for Life", will take its place as an integral part of the curriculum.

IV. THE PROGRAM

A. Development of human resources

A major long term goal of the proposed program is the optimum use of human resources in Puerto Rico. Since our program envisions the school counselor as the major agent for facilitating change in the society, it follows that the actualization of human potential depends to a large extent on expanded guidance services and quality professional personnel to conduct these services within the scope of a comprehensive and viable career development plan. Thus the program must undertake the improvement of personnel already working in the school system, the recruitment of additional professionals in the field of guidance, the implementation of an effective training program, and the development of a mechanism for evaluation the overall achievement of this phase of the program.

Summer seminars, workshops, lectures by recognized professionals, and formal courses will be utilized to upgrade the skills of guidance personnel presently working in the public school system. Recruitment of new personnel will extend the traditional method of evaluating academic records to include an innovative process of assessment to consider subjective factors conductive to establishing solid counselor-student relationships. Careful recruitment and selection will be augmented by an evaluative trial period to insure high standards of competence and professionalism. Furthermore, a program of graduate scholarships will be instituted along with intensified in-service training to create a core of effectve counselors with a broad interdisciplinary background capable of meeting the increasing demands for professional personnel as the program grows. Evaluation will take into account the effectiveness of both the recruitment and training facets of the program as well as the efficiency of the overall program objectives.

B. Peer-counseling program

With the limited number of professional counselors available in the Puerto Rican Public School System, the prospects for a fully comprehensive personal and career-oriented program are, for all practical purposes, limited in nature. The overall student-counselor ratio runs so high—taking into consideration all the grade levels from K to 12th, the figure is over 2,000 to 1—that individual personal contact is very small. One of the methods for minimizing this adverse condition is to create a peer-counseling program.

Our peer-counselor students will be carefully selected and trained to perform certain duties ordinarily assigned to the professional staff. They will work as a team with, and will be supervised by, the professional counselor. Research shows that students are able to establish more and sometimes better lines of communication with their peers, thus increasing the level of effectiveness of the counseling program. Additional administrative advantages also result. Thus, by sharing the clerical and routine tasks ordinarily performed by the professionals, personnel costs are saved, professional personnel contact hours are multiplied, and a greater range of counseling services are provided. These administrative advantages must be reorganized and evaluated constantly; however, the additional benefits accrued for the student body and the peer-counselors themselves must be the prime factor to be considered. Personal and vocational counseling is thus made more accessible to all students; students are provided with greater participation while helping their peers and they are stimulated to continue advanced studies in these same areas of guidance and counseling that are so urgently needed in Puerto Rico.

Five phases of activity are involved: initial field research, selection of students, training, evaluation, and follow-up. A field research effort will be conducted within the professional staff, the school supervisors, and a representative sample of the student population in order to identify those areas where the use of students would be most effective. The direct involvement of the professional staff, the creation of administrative procedures, and the development of a Code of Ethics for the peer-counselors are other activities encountered during this initial field research phase. Peer-counselors will be selected by the professional counselors and administrators who are implementing the program. Academic records, personality inventories, and other objective indices of personality assessment, together with subjective factors such as responsibility, experience, and social acceptance will be used in the selection process.

The students selected as peer-counselors will be trained in those skills, concepts, and attitudes necessary to establish a helping relationship by focusing on areas such as personality growth, communication effectiveness, counseling techniques, and facilitative skills. The training will be accomplished through didactic presentations, group discussions, role playing, and in-the-field experiences. Videotape, recordings, and other effective teaching resources will be used. The training activities will be integrated with those of the in-service training program of the professional staff.

As in other phases of the entire program, the peer-counselor phase will be evaluated in terms of the overall effectiveness of its objectives. Selection, training and specific peer-counselor effectiveness will also be evaluated in terms of personal integrity, individual competency within the program, and administrative efficiency in keeping up to date with those requirements established by the program.

A complete evaluation strategy will be established to keep track of the short and long term effects of the peer-counseling programs in the student body, the administratition, the professional staff, and the peer-counselors themselves.

C. Physical facilities, equipment and materials

Since a physical setting of a guidance suite that provides basic facilities for privacy, and a pleasant atmosphere, will contribute greatly to favorable counseling results, the educational specifications of this program must be translated into space requirements. An assessment of the present facilities available in Puerto Rico indicates that many schools—constructed long ago—were planned and built without provisions for a guidance program. Therefore existing facilities must be altered; where alteration is not feasible, viable alternatives must be found; and where neither alteration nor alternatives are possible, new facilities will be constructed. In addition, the purchase of mobile units to be used as counseling offices to serve isolated rural community schools will be necessary. Furniture and office equipment to complement existing stocks must be provided.

Material needed for contact with the student population include such items as:

a. Audiovisual equipment, projectors, recorders, etc.
b. Motivational material.
c. Career Information material.

The purchase of all equipment and material, as well as the construction or purchase connected with building or altering physical facilities, should be acquired in accordance with standardized plans and specifications in order to obtain substantial economic benefits and to facilitate maintenance and replacement. Thees materials should always be acquired with a view to the special needs of our Puerto Rican location.

D. Psychometric and career information bank

The development of an innovative orientation program of this magnitude supposes the existence of valid identification, diagnostic, and evaluative tools. Within the existing range of possibilities, the standardized psychometric test is one of the most useful means of accomplishing these tasks and, in fact, such tests have been extensively used in Puerto Ricos Public Education System. They have been administered at all educational levels at means of predicting different degrees of future potential and as a means for diagnostic identification of students' school achievement. There are, however, limitations:

a. Many psychometric tests presently used in Puerto Rico are translations of tests constructed for North American students. There is, thus, an urgent need for research to validate and standardize these instruments within the context of the Puerto Rican culture and historical reality.

b. The need to design and create psychometric instruments based on our educational, social, and economic projections and realities must be recognized and acted upon before real personal and vocational counseling can respond to our present and projected needs.

c. There is also a need for the development of a centralized computer system that will store and organize information from psychometric assessment. This system will serve as an additional tool for the counselor and the student in the identification of vocational possibilities based on identified indices of potential and interest. It will also serve as an instrument for the projection of general needs and possible resources for the future.

An additional feature of the computer-based career information bank is envisioned in its ability to provide follow-up evaluative material, including the evaluation of counselor performance and the determination of student occupational or career tendencies after exposure to the guidance program.

To effectively implement the proposed tasks, adequate systems procedures will be designed based on state-of-the-art techniques utilizing the most modern computing equipment available. At the same time, professional personnel in relevant fields will be recruited for the effective development of these guidance program tasks.

E. Community Education

In this proposed program, the counselor's role is viewed with a two-directional approach. One is to effectively accomplish counseling functions appropriate to his or her role; the second is to act as activating agent for teachers, educational personnel, and other community resources. This second direction is less capable of direct observation and evaluation, for the counselor has little direct contact with these persons relative to the amount of time spent with students. Nevertheless, community education is an integral part of the proposed program and it must be geared toward the "education for life" of parents and community leaders in order that they can assist the development of youth in a realistic Puerto Rican society for tomorrow. The goal of community education is to make parents and leaders of business and industry at least as sensitive as the new breed of counselors envisioned by the program. All too often parents limit the adaptability of their children by insisting on a certain direction to their children's education; usually this direction takes the form of "guiding" their sons or daughters into the so-called high status professions. The reverse is also apparent in community values—other professions are demeaned by comparison with these status occupations. A further indication of the same attitude is the common belief that a university education is unequivocally better for the well-being of an individual than a vocational school education. Nor are community leaders free of blame in this area for their public statements and actions—such as the almost universal requirement that a job applicant have a college degree for even the most menial of tasks—only enforce these commonly held prejudices. Community education, therefore, must begin to sensitize these adult members of the community to the subtle dangers, for their own children and for the society at large, of such hidden discriminations. What is needed is a dignity and respect for all careers, for work in all its aspects as it fulfills an integral part of a comprehensive and dynamically functioning society.

While the activities associated with this phase of the proposed program may include traditional means such as television, radio, and newspaper communication and publicity, or more specifically designed face-to-face interaction such as lectures to public groups, discussion meetings arranged through church, school, business, or civic organizations, the most direct contact will be between the counselor, his student, and the student's parents. Effective community education is a difficult process. What the proposed program does recognize is the necessity of this crucial goal. The new breed of counselors must be made aware, during their own training and constantly reminded through their years of service, that if they have been bred to be the implementors of an "education for life", they are also breeding the future in their everyday occupation. Their own position is always exemplary; their own sensitivity and awareness must serve as a model for others in the community with the final goal in mind—a community of individuals guiding and counseling others without imposing or directing in an authoritarian manner, transmitting values both for individuals and for the community at large merely by living a sensitive and professionally committed life.

V. OUTCOMES

The Proposed Guidance Program—"Education for Life"—is specifically designed to provide quality counseling and guidance; it recognizes the key role of the counselor as an agent for change; and it is clearly preventive in nature in order to avoid an endless proliferation of welfare and remedial programs.

In accordance with these principles and based on the foregoing outline of the entire plan, the following outcomes are expected:

a. In order to take advantage of the earliest opportunity to impart knowledge about the world of work and to inculcate in the student a more realistic self-image, this guidance program will start at the elementary level, beginning in Kindergarten.

b. A computer system will process psychometric information and quantify, for easy access, all information related to professional, technological, and vocational needs on the island, thereby establishing the capability to make projections concerning counselors, students, and the island community related to these needs.

c. In order to provide complete and reliable assessment of the aptitudes, interests, achievements, intellectual ability, and personality standards for the student population, culturally relevant tests pertaining to Puerto Rico, with norms to be established under standardized conditions, will be designed.

d. An action-research program will give the entire system an adequate profile of the student population, the socio-psychological needs of the island, and an indication as to how we are meeting these needs.

e. At all times, preventive goals and objectives will be implemented.

f. A first step in promoting such preventive guidance at the very least is to lessen the student-counselor ratio to approximately 600–1 in order to provide the student with the individual attention he or she deserves.

g. In addition, a per-counseling program will serve as vocational orientation for the students themselves, and will permit the guidance services to reach a larger number of students.

h. With respect to the selection of future counselors, not only will academic preparation be a basis for entry into the program, but also their intellectual capacity, motivation, emotional stability, flexibility, and in general their ability to deal wth people, will be assessed by experienced counselor-educators.

i. Moreover, an in-service training program which will include interdisciplinary studies in psychology, sociology, philosophy, new counseling techniques, and statistics, will supplement the counselor's preparation in education.

j. Scholarships and incentives will be available to encourage prospective counselors to study abroad.

k. With respect to physical facilities, more spacious facilities will provide the needed privacy, and adequate equipment and materials will be assigned.

And finally,

l. A continuous evaluation of the entire guidance program will be designed to provide the needed accountability.

We intend to implement such a program in the most appropriate educational district of the Island, and from there we envision its spread throughout all of Puerto Rico's six districts. Furthermore, it is our hope to see program based on the concepts of "Education for Life" utilized, ultimately, throughout the entire nation.

BOARD OF EDUCATION OF ALLEGANY COUNTY,
Cumberland, Md., March 1, 1977.

CARL D. PERKINS,
Rayburn House Office Building,
Washington, D.C.

MY DEAR CONGRESSMAN PERKINS: The Board of Education of Allegany County wishes to express its desire for congressional support of H.R. 7, which directly affects local career education programs.

Economic and fiscal problems directly related to high unemployment in our area are of great concern to us. The implementation of career education programs on a continuing basis would definitely assist the total educational concept in our area. Allegany County is currently operating career programs which are beneficial to our young people. Federal allocations in the existing legislation would provide the much needed funding for the maintenance of existing programs and possible program expansion. The congressional support needed for affirmative action on H.R. 7 would provide the assistance needed in helping young people choose careers, thus aiding society in promoting positive economic trends.

Congressman Perkins, we wish to extend our appreciation to you for promoting the necessary legislation which places impetus on today's educational needs.

Sincerely yours,

JOHN J. LONG,
President.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., March 7, 1977.

CARL D. PERKINS, *Chairman,*
Education and Labor Committee, Rayburn House Office Building, Washington, D.C.

DEAR CARL: Enclosed is a copy of a letter I received from Kiran Dooley, North Dakota Department of Public Instruction, regarding the Elementary and Secondary Career Education Act.

I would appreciate your consideration of the concerns expressed by Mr. Dooley.

Best wishes.

Sincerely,

MARK ANDREWS,
Congressman for North Dakota.

THE STATE OF NORTH DAKOTA,
DEPARTMENT OF PUBLIC INSTRUCTION,
Bismarck, N. Dak., March 3, 1977.

Hon. MARK ANDREWS,
North Dakota State Representative, Rayburn House Office Building, Washington, D.C.

DEAR REPRESENTATIVE ANDREWS: This letter is in reference to the Bill (H.R. 7) introduced by Mr. Carl Perkins and his colleagues for implementation of Career Education.

The Department of Public Instruction strongly supports the concept of this bill and we are in the process of developing a State Plan for Career Education. Mr. David Massey has been on our staff since September 1976 to carry out these responsibilities.

As we review this bill, we also have some concerns that we feel must be looked into carefully.

As we study (Sec. 4. & 7) of this bill, it's very clear that many small states like North Dakota shall not be able to implement a Career Education Program to its fullest. Sec. 4(a) and (2) provides that 15% of $100,000 is $15,000 to the State of North Dakota for the administration of Career Education will be a very small amount to carry out all the activities outlined in (Sec. 7) of (H.R. 7).

In light of these concerns, we strongly recommend that a minimum amount of monies be set aside for administration of the program, in addition to the 15% indicated in the bill. We hope you will look into this matter and keep us posted of any changes that may take place in the bill. For further information on Career Education matters, please feel free to contact Mr. David Massey at (701) 224-2393.

Sincerely,

KIRAN L. DOOLEY,
Director, State and Federal Relations.

JEFFERSON COMMUNITY SCHOOLS,
Jefferson, Iowa, March 10, 1977.

Hon. CARL PERKINS,
Chairman, H.R. Education and Labor Committee, Rayburn House Office Building, Washington, D.C.

DEAR REPRESENTATIVE PERKINS: We have begun a career education program and are pleased with the effects it is having on our students. But to continue this program we need funding. H.R. 7 would provide districts like ours with the necessary funds. Please add our voice to those supporting this bill.

Sincerely,

CLAY C. MORAIN,
Curriculum Coordinator.

DUNCANVILLE PUBLIC SCHOOLS,
Duncanville, Tex., March 8, 1977.

Representative CARL PERKINS,
Rayburn House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE PERKINS: Duncanville Independent School District would like to commend and at the same time give our full support to the career education bill which you introduced to the legislature a few weeks ago.

The district has been involved with Stephen F. Austin University in a career education project the past two years. This has been tremendous for the community and student body.

Thank you again for your support of career education in the state of Texas.

Sincerely,

ED STEVENS,
Assistant Superintendent of Instruction.

MONTGOMERY COUNTY PUBLIC SCHOOLS,
Rockville, Md., March 10, 1977.

Hon. CARL D. PERKINS,
Chairman, House Education and Labor Committee, Rayburn House Office Building, Washington, D.C.

DEAR CONGRESSMAN PERKINS: Believing strongly in the concept of career education, I compliment you for your efforts in drafting the Elementary and Secondary Career Education Act of 1977.

I, as superintendent of the Montgomery County Public Schools, endorse H.R. 7 for several reasons. Significant need exists for this legislation. The bill's emphasis on implementation rather than more demonstrations is particularly appropriate. Having declared career education a priority and having developed a K-12 design for career education, the Board believes that the Montgomery County Public Schools, like other Maryland school districts, is ready to implement this legislation.

Passage of H.R. 7 will assist educators in accomplishing the important goals of career education—helping students understand and capitalize on the increasingly complex and changing relationships between education and work and making work become a more personally meaningful part of the total lifestyle of all individuals.

Sincerely,

CHARLES M. BERNARDO,
Superintendent of Schools.

NAPA VALLEY UNIFIED SCHOOL DISTRICT,
Napa, Calif., March 7, 1977.

Hon. CARL PERKINS,
Chairman, Committee on Education and Labor, House of Representatives, Rayburn House Office Building, Washington, D.C.

DEAR CONGRESSMAN PERKINS: My thanks to you for introducing the Career Education Legislation H.R. 7 and for trying to promote its passage. I have been doing what I can, in my position, by writing to government officials asking for their support.

At this stage in the game, it may be after the fact but I have a suggestion which may not have been considered. I just finished viewing a filmstrip with a taped narration called simply "Career Education". I purchased it from the National Audiovisual Center, General Services Administration last fall to assist me with an ESEA Title IV part C project having to do with implementing a Career Education program in the elementary grades.

It seems that the battle we both are facing is a lack of knowledge on the part of those with which we must deal. It is, therefore, necessary that we educate them concerning the concepts involved and overcoming some of the preconceived notions and false information.

This filmstrip could be used by you in the following way. Transform the reel to reel tape into a cassette format and provide copies to the key people involved, encouraging them to view the filmstrip and pass it on to others.

Perhaps in this way, we can both reach the goal of providing needed funds for implementing Career Education more fully and preparing today's youth to become happy contributing members of the working world.

Sincerely,

JOHN R. BISHOP,
Coordinator.

BOARD OF EDUCATION OF CARROLL COUNTY,
Westminster, Md., March 4, 1977.

Hon. CARL PERKINS, *Chairman,*
House Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

DEAR CHAIRMAN PERKINS: You and the members of your committee are to be congratulated on introducing H.R. 7, the Elementary and Secondary Career Education Act of 1977. This legislation can make it possible for school systems to provide young people with career exploration and planning assistance that is so badly needed.

It is my understanding that such legislation as H.R. 7 will provide funds to implement the state plans for career education which were supported under the provision of P.L. 93–380. Because of very limited education budgets at the state and local levels, federal career education funds are needed to encourage additional career education programs and activities. H.R. 7 adequately funded can provide the resources to enable local school system to achieve objectives in career education.

For the reasons as stated above, the Board of Education of Carroll County gives support for H.R. 7, the Perkins Bill.

Sincerely yours,

T. EDWARD LIPPY,
Chairman.

COLORADO DEPARTMENT OF EDUCATION,
Denver, Colo., March 25, 1977.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor, House of Representatives, Rayburn House Office Building, Washington, D.C.

DEAR REPRESENTATIVE PERKINS: On behalf of the Colorado Career Education State Team I would like to submit this letter of endorsement for H.R. 7, the Elementary and Secondary Career Education Act.

As you know, I have been deeply involved in the development and implementation of career education in Colorado for several years. The components of your proposed legislation would certainly enhance our entire effort at the state level as well as at the national level. You are to be commended for your outstanding leadership and dedication to the career education effort. It is my understanding that my Chief State School Officer, Dr. Calvin Frazier, in cooperation with the Chief State School Officers, has submitted specific recommendations and modifications of the legislation. I am in concurrence with Commissioner Frazier's recommendations.

Of course, you know that we are all behind H.R. 7 and hoping for much success. If I can be of any assistance, please do not hesitate to write or call.

Sincerely,

JEANNE S. WERSCHKE,
State Coordinator for Career Education.

FEDERATION FOR COMMUNITY PLANNING,
Cleveland, Ohio, March 18, 1977.

Mr. JACK JENNINGS,
Counsel, Subcommittee on Elementary, Secondary, and Vocational Education, House Committee on Education and Labor, Rayburn Building, Washington, D.C.

DEAR MR. JENNINGS: It was nice to talk to you the other day. I've heard you speak at a Sam Halperin-inspired seminar, but have not had the chance to meet you. George Kaplan of the Institute for Educational Leadership's Career Education Policy Project, assured me that you would be receptive to input relative to H.R. 7. I appreciate your invitation to submit remarks.

My remarks are as I told you they would be, brief and reflective of my experiences with project in Brockton, Massachusetts. I am relatively sure that my experiences are somewhat representative and that they have important policy implications. One of those implications is that the opportunity for students to experience action-oriented, community-based learning should be increased rather than discouraged.

The forces opposing the "unpaid work experiences" both in principle and as a component of federally subsidized career education programs are taking a step in the wrong direction, and acting on two false premises. To begin with, they are approaching a learning issue as a labor question. Secondly, they fail to distinguish "work experience programs" from "learning by doing" projects, in which work experience is one of several means to the end of positive youth development.

These points will be explicated more thoroughly and clearly in the enclosed testimony. I have also enclosed a brief article describing the project from which much of my experience stems.

Please inform me with respect to any action I might take on the Senate side or in the appropriations process relative to the bill.

Sincerely,

Bill Burges,
Research Associate.

Enclosure.

REMARKS OF BILL BURGESS, RESEARCH ASSOCIATE, FEDERATION FOR COMMUNITY PLANNING, CLEVELAND, OHIO, RELATIVE TO H.R. 7 PROVISIONS ALLOWING FEDERAL FUNDS TO BE USED FOR DEVELOPING UNPAID WORK EXPERIENCE PROGRAMS FOR STUDENTS

The unpaid work experience is an essential component of many "learning by doing" projects, in the schools and community. Experimental learning is a particularly sound approach for many students in secondary schools across the country, whether or not those students are paid. Similarly, community-based learning programs are increasingly important mechanisms for schools and agencies concerned about motivating adolescents, preventing delinquency, and bolstering self esteem. What some have labelled the "unpaid work experience" is frequently a part of programs that transcend career education and seek to provide meaningful activities and roles for their adolescent clients.

For nearly four years, I coordinated such a program in Brockton, Massachusetts, which has one of the largest high schools in the nation. Brockton High's Community Service Program enrolls nearly 600 high school seniors per year in semester-long, community internships. It is larger than, but typical of, many of the better experiential learning programs in the country. To be sure, career education is one objective among many. Building the program in a receptive city of 100,000 was exciting and productive. The program evaluation indicated many benefits for kids and community alike.

It is impossible to imagine how we could have developed the program with a requirement that students be paid. Three reasons stand out:

1. The resource exchange principle at the heart of the program was that students would make a paraprofessional (not clerical) contribution in a professional's workplace in exchange for the opportunity to experience that workplace.
2. If monetary compensation had been offered, students would have been entering the program in search of pay rather than in search of a positive, developmental experience.
3. Community placement sites, by and large, could not have paid for the help which students were volunteering willingly.

For these and other reasons, any federal leadership steps away from assuring the availability of these sorts of projects is a mistake.

Paid work-study programs, year-round CETA youth projects, Neighborhood Youth Corps and summer CETA activities too often lack the educational, developmental emphasis found in Community Service and other programs like it. It is arguable in those cases, however, that "at least the student is paid."

In the case of programs clearly intended to provide experiential education, whether or not the goal is career education, a wage paid by the organization could make it difficult for that organization to accept the mentoring role so critical in field-based learning. In their zeal to accuse those "mentors" of violating the principles minimum wage and child labor, the opponents of unpaid work experiences threaten some of the most positive educational programing of the last decade.

Even by prohibiting unpaid work experiences provided only through federally funded career education projects, the Office of Education will find itself funding projects that are not educationally cost-effective, and which may be unimaginative at best. It is not better to encourage with those funds solid educational practices and leave room for creative, locally appropriate programs in career education? We can learn from and nurture those that have grown up independently under the rubric of experiential education. To do otherwise would be a classic case of burning the house down to cook the roast.

Many adolescents have a high need for challenging, community based learning situations. Our experience in Brockton was that when kids could say, "We did it ourselves," after a semester in Community Service, a number of other goals were achieved. They had gained self esteem, respect for others, decision-making skills, and mature attitudes toward employment. Many young people, alienated and doing poorly in school, came away from the program feeling that they had contributed to their community for the first time. Many of these kids straightened themselves out vocationally and academically and are now in college or beginning careers.

It is particularly ironic that many of the major paid youth experience programs use learning projects as models for promoting positive youth development. The nation seems on the verge of initiating coherent policies toward youth. The impressive anecdotal, quantitative, and observational data on youth participation in voluntary community learning programs will be an important reference. Yet these are the very programs threatened by steps toward eliminating the unpaid work experience as an option in federal programs in the school and community.

It is easy to develop meaningful youth-adult relationships in a setting that encourages a community resource person to share a workplace with a willing adolescent. In school programs, academic credit is usually sufficient compensation for the student. And that student, realistically, is not threatening anyone's job. But it would be difficult to develop field placements, and perhaps threatening to jobs, if young people could be placed only in paid work experiences.

Certainly, a set of guidelines must be developed to avoid exploitation of young people in work experience programs, but this is for the most part a matter best left to common sense and existing federal regulations.

Furthermore, experimental programs for youth—paid or unpaid—need serious review and renewal in many cases. There are many exemplary programs, such as Community Service, but there are many problems too. The abuses however, are not generally related to the issue of "to pay or not to pay."

The distinction between an essentially educational experience and something that is clearly a job is not terribly difficult to draw. The rules of education should apply to one; the rules of labor to the other. We can respond accordingly in decisions about the appropriateness of minimum wage compensation. Those who would oppose all unpaid work experiences are misapplying a labor concept to a problem that needs to be conceptualized from learning perspective.

During and since my years in Brockton I have helped to develop youth experience programs for local, national, and metropolitan organizations. I cannot think of a single one that did not benefit by the availability of the unpaid, developmental work experience as a program option. That option is a vitally important part of youth development systems, in schools or communities serious about serving kids.

Community Service: New England

(By Bill Burges)

From Harvard Square to Main Street, American high schools are in trouble. The drag strip acceleration of social change has thrust problems onto those of us who work with city kids.

Maybe because we thought we found "the one best system" we left the basic structure of secondary schools intact for generations. Far too often that structure led to programs and curricular decisions that underestimated the maturity and capability of high school students and discouraged independence, ingenuity, and activity.

THE EDUCATIONAL SPECTATOR

Through the eyes of the student, the "one best system" is seen as rewarding passivity and conformity. The kids are right. Ask them what it's like "Truckin' along from class to class, day to day, year to year. . . . Making it to college, a job, age sixteen, through the day. . . . Teacher gives, student receives—knowledge, skills, and attitudes, that is. . . . If you want to get along, go along."

Brockton High was open little more than a year when we became aware of mass student passivity. Despite an extraordinary range of course options, many students—particularly seniors with great latitude to explore—were spending large segments of their time lounging, kibbitzing in study halls or open cafeterias. It took time, since most of us were locked into traditional modes of schooling, but eventually we figured out what was happening.

In a nongraded curriculum students can fulfill graduation and college requirements during their first three years. In theory, this arrangement frees them to follow individual interests, particularly during the senior year. It also frees them to do nothing at all.

ON-THE JOB RETIREMENT

We were faced with a situation in which half the seniors were idle half the day. The precedent was set. "Why else did we get all that free time?" Our answers were empty. No policies were shaped, no effective programs developed. Our "best efforts" weren't very good—poorly planned programs to lure students to minicourses, electives, and independent study ended in failure.

BEYOND THE WALLS

Nothing worked until we looked beyond the walls into the community to a different type of learning.

Student government ignited the spark for the "open campus" strategy as a way to get kids out of the cafeterias and into community-based learning experiences.

Help for the idea came from an elementary education administrator who liked the idea of using seniors as instructional aides in classrooms around the city. That was a relatively non-controversial idea to build on. How could anyone oppose helping small kids?

A student/faculty/administration committee met throughout the spring of 1973 to develop a general plan. They moved beyond the idea of aides, reasoning that students would benefit from working with community institutions like the Brockton Hospital, the United Way, the Plymouth County Bar Association and others. The committee named the program Community Service, gave it a structure and their seal of approval. The idea was presented to and endorsed by the faculty and local school board. Two teachers were assigned as faculty coordinators.

HALF A DAY, EVERYDAY

The design is simple. Seniors spend half their day in school, half in the community. (Kids provide their own transportation or receive free passes on the city's bus system.) Students attend seminars to enrich the internship experience and provide feedback to the coordinators.

Response to the program has been excellent. We've grown from 115 to 300 students per semester. We have more requests from agencies for interns than we can fill. Throughout the city, new, more positive attitudes toward what kids can do are emerging.

We are not alone. "New Roles for Youth, Children Teach Children, and What Kids Can Do," published by the National Commission on Resources for Youth report a nationwide movement in this direction. Ideas like community service seem to be inexpensive yet fundamental reforms that are particularly well suited to city high schools. Help kids develop healthy self-images, give them worthwhile things to do, heighten their awareness of the community and the opportunities it holds for them, and you no longer have passive kids.

RECIPE FOR SUCCESS

The Vertical Slice.—Each segment of the Brockton Public Schools was included in the initial planning committee.

Planning.—The faculty coordinators spent the summer before implementation at Boston University and at Brockton High consulting with graduate students, professors, and community people. Since then, planning has been an integral part of the process.

A Student Voice.—Students have continued to influence decisions that affect them: student coordinators share responsibility for planning, supervision, administration, and policy-making. Each student chooses his/her own assignment. When two faculty coordinator positions opened up students helped interview and advise the personnel office in the selection process. Suggestions and feedback are encouraged through formal and informal channels.

Administrative Support.—We are fortunate to have nearly unanimous support and cooperation from the administration. They have also provided funds, staff, and transportation.

Community Resources.—Brockton offers a wealth of potential community learning stations such as hospitals, courtrooms, schools, newspapers, factories. Students elect placements in a spring interview, and by the end of summer almost all are matched with their first choices. A city is an infinitely diverse campus.

Community Support.—Organizations and individuals go out of their way to accommodate the program and work with the interns. Parents also support the program, and one of our goals is to involve them more than we have in the past. Groups like the Bar Association and Rotary Club help spread the word.

Goal Definition.—Our objective is to develop the best possible field experiences for high school seniors. Students are placed in internships that offer valuable growth experiences. "Service" is an important but secondary consideration.

One-to-One Supervision.—Each intern is accountable to both a field supervisor (teacher, judge, nurse, therapist, for example), and faculty coordinator who makes frequent on-site observations. Communication between intern, supervisor, and coordinator is viewed as an essential step in developing the self-concept, independence, and maturity of the intern.

An Open Atmosphere.—Almost any senior who wants to join can. We use a pass/fail grading system, first names, and stress self-development and development of interpersonal skills and tolerance.

Low Cost.—Community Service is less expensive than classroom education. Additionally, interns provide thousands of dollars worth of paraprofessional services each year at no cost to receiving agencies. Transportation expenses are largely reimbursed through Federal mass transit funds.

REASONS TO REASSESS

There are things we haven't done so well. We need to stimulate more parental involvement. Our seminars should relate more directly to internship experiences. On-site observations of interns by faculty and student coordinators are neither frequent nor intensive enough. It's just this year that we've developed unified attendance procedures that stand the test of accountability.

Some placements need to be "shored up" and structured better. We need a comprehensive outside evaluation. After two years of rapid growth we have spent the third year concentrating on improvements rather than expansion in the program.

We think we're doing something important and transportable to other cities. If you would like more information about our program, write to us c/o John Ryan, Housemaster, Brockton High School, Brockton MA 02401.

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